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PUBLIC FACILITIES ELEMENT
OF THE
COUNTY OF SACRAMENTO
GENERAL PLAN

* * * * *

December 15, 1993

County of Sacramento
Planning and Community Development Department
General and Advanced Planning Section

COUNTY OF SACRAMENTO

County Administration Center
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Sacramento, California 95814

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REPORT OF PROGRESS

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SACRAMENTO GENERAL PLAN
PUBLIC FACILITIES ELEMENT

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INSTRUCTIONS TO THE JURY
IN THE TRIAL OF
A CASE OF MURDER

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(Editor's Note: Water facilities background information is in the Water Resources Background Report of the Conservation Element. No background report available for Fire Protection and Emergency Services.)

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SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT

SECTION I

WATER FACILITIES

GOAL: Water facilities developed in an environmentally sound, economically efficient, and financially equitable manner.

INTRODUCTION

Within Sacramento County are 28 water purveyors which are responsible for treating and distributing surface and groundwater as well as securing surface water rights. No one agency is responsible for coordinating these purveyors. However, the Sacramento County Water Agency (SCWA), which is responsible for providing water to all areas not served by one of the 28 purveyors, was granted the coordinating role because of its broad geographic scope. Recently the City-County Office of Metropolitan Water Planning (CCOMWP) was established to create a plan to secure and develop a long-term water supply for the County. Until such time as the water plan being developed by the CCOMWP provides for an alternative contracting authority, the SCWA shall be the primary contracting agency with the U.S. Bureau of Reclamation to obtain additional surface water for delivery to the unincorporated area. The CCOMWP will develop a technical facilities plan for the distribution of water within metropolitan Sacramento County, develop a financing plan for the facilities, and create an agency or organization to implement the plan for the long-term. The office is also seeking alternatives for providing additional supplies to meet short term needs outside the City of Sacramento's "Place of Use."

The CCOMWP also seeks to secure agreements with the City of Sacramento for surface water from the American River. Unresolved issues include the number and location of additional water diversions to ensure minimum flows in the Lower American River to protect resource and recreation values and the ability to expand the City's Place of Use without affecting existing contractual guarantees regarding quantity and costs. Any further contracts will have to meet requirements of the State Water Resources Control Board.

Currently, several water purveyors in rapidly growing areas of the County rely on groundwater to meet the growing demands of their service areas. This demand and the need for new treatment and distribution facilities has motivated water providers of the area to seek cooperative use agreements. A Memorandum of Understanding which establishes the means by which other water purveyors will participate in the CCOMWP's water planning effort was presented to the Board of Supervisors and the Sacramento City Council on April 21, 1992. In hopes of securing surface water rights the CCOMWP, SCWA and other local purveyors are currently negotiating with the City of Sacramento and the U.S. Bureau of Reclamation for new surface water allocations. If goals outlined in the

Conservation Element curtailing ground water depletion are to be met, additional surface water is needed to accommodate planned and future growth. New treatment and distribution facilities can be sited once allocations are secured. Under policies of the this plan new water facilities and associated extensions can only be developed for use within the boundaries of the urban service area although the facilities may be located outside the Urban Service Boundary.

The Sacramento Metropolitan Water Authority is also investigating the feasibility of a program to relieve groundwater overdraft by interconnecting the distribution systems of its members so that unallocated winter water can be treated at the San Juan Suburban Water District plant and delivered through this interconnected system.

Following the granting of surface water allocations equitable financing mechanisms should be implemented which recover costs for extending surface water, in part, through developer, annexation, and user fees.

Concerns regarding the siting of new water facilities have been voiced by resource specialists studying the impacts of such facilities on ground and surface water resources. Poorly planned placement and design of facilities can have detrimental effects on the County's nationally significant riverine environments. For instance, excessive water withdrawal can adversely effect fisheries habitat and riparian vegetation.

This Water Facilities Section addresses how future water supply facilities might be provided. Additional discussion of issues and policies directly affecting water allocation is in the Water Resources Policy Section and Water Resources Background Report, both found in the Conservation Element, and in policies in the Land Use Element. General headings for policies addressed in the Policy Section of the Conservation Element are Surface Water Supplies, Surface Water Quality, Groundwater Resources, and Water Conservation. A description of each water district and a discussion concerning current negotiations can be found in the Background Report.

This section describes policies and programs under two objectives:

1. Environmentally sensitive and cost efficient placement of water treatment and distribution facilities.
2. Timely and equitable financing of new water facilities.

TREATMENT AND DISTRIBUTION FACILITIES

Objective: Water treatment and distribution facilities located to minimize environmental impact and maximize distribution efficiency with respect to point of withdrawal and area to be served.

Intent: Water treatment and distribution facilities are expensive and comparatively permanent facilities which should be planned to provide high quality water distributed efficiently with minimal impact upon natural resources. The Sacramento and American Rivers provide most of the area's surface water needs and receive much of it back, although water composition and temperature are typically altered, via storm drains and treatment facilities. Such alterations may have a significant impact on the riverine environment depending upon the quality and quantity of the receiving waters, and the amount, location, and timing of withdrawals. Care in designing facilities will reduce detrimental effects on downstream water quality, maintain ecological health, and increase recreational opportunities. In addition, well planned placement of distribution networks can effectively reduce environmentally unsound urbanization, such as sprawl or leapfrog development, by controlling extent and placement of pipes, pumps, and other infrastructure necessary to deliver water. Lastly, with 28 different water purveyors serving the county any new extension should be furnished by an existing agency to minimize further fragmentation of service areas.

The volume of water pumped from underground aquifers has resulted in severe localized decline of the water table. To end this overdraft and maintain service to rapidly growing communities access to surface water supplies is currently being negotiated. The CCOMWP was established to create a plan to secure and develop a long-term surface water supply for the County. The Office is seeking alternatives for providing additional supplies to meet short term needs outside the City of Sacramento's "Place of Use" to areas most affected by groundwater overdraft, as well as agreements with the City of Sacramento for surface water from the American River.

Policies:

- PF-1 New water facilities shall be planned to minimize impacts to in-stream water flow in the Sacramento and American Rivers.
- PF-2 Municipal and industrial development within the Urban Service Boundary but outside of existing water purveyors' service areas shall be served by either annexation to an existing public agency providing water service or by creation or extension of a benefit zone of the SCWA.
- PF-3 Public water agencies shall comply with General Plan policies prior to annexation of additional service areas.

Implementation Measures:

- A. Coordinate the preparation of long-range plans identifying new areas to be served, locating associated treatment facilities, and establishing time

frames for plan review consistent with the 5 year review cycle of the General Plan. (Sacramento County Water Agency, Planning)

- C. Review new development proposals to ensure water provisions requirements of this plan are satisfied. Ongoing. (Planning)

FINANCING NEW FACILITIES

Objective: New water facilities financed in a timely and equitable manner.

Intent: Financing for new treatment and distribution facilities should be planned well in advance of anticipated new development. In many areas of the County new development should only proceed if surface water is available and funds for constructing water facilities and a distribution network are obtained. Methods to increase revenue to accommodate the growing demand for such water facilities include connector fees, the sale of bonds, and increases in monthly service charges. Equitable distribution of various revenue increases should consider the beneficiaries, proximity to or within an existing water jurisdiction, and availability of surface water in areas where groundwater resources are diminishing.

Policies:

- PF-4 Connector fees for new development shall cover the fair share of costs to acquire and distribute surface water to the urban area.
- PF-5 New treatment facilities and all facility operations shall be funded by beneficiaries.

Implementation Measures:

- A. Determine costs and appropriate fees and collection mechanisms for acquiring and distributing surface water to the unincorporated area. (CCOMWP)

SACRAMENTO COUNTY GENERAL PLAN
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SECTION II

WASTEWATER COLLECTION AND TREATMENT

GOAL: Safe, efficient, and environmentally sound public sewer system and treatment facility serving all urban development.

INTRODUCTION

Existing public liquid waste facilities in Sacramento County include the regional sewerage system for the urbanized area; localized sewer systems in Galt, Rancho Murietta, Food, Courtland, Locke, Walnut Grove, and Isleton; and dedicated, single-facility systems at Boy's Ranch, Rio Cosumnes Correctional Center, and Metro Airport. The remainder of the County is served by private septic systems. County Sanitation District No. 1 and the Cities of Sacramento and Folsom operate sewage collection systems, but do not operate sewage treatment facilities.

The Sacramento Regional County Sanitation District (SRCSD) serves over 900,000 people in the urban area. The Sacramento Regional Wastewater Treatment Plant, located in Freeport, is capable of processing up to 300 million gallons of sewage daily during peak wet weather conditions. Large interceptors conveying wastewater from preexisting trunks and collection points in the urban area are also maintained by SRCSD. The District is responsible for constructing new interceptors as the need requires.

The SRCSD and CSD #1 are both separate political subdivisions of the State of California formed under the State of California Health and Safety Code. As such the Districts' policies must conform to the statutes of the Health and Safety Code. Additionally, the Districts are separately funded entities which do not depend upon Sacramento County for funding capital improvements, maintenance or operations. Revenues collected by the Sanitation Districts are restricted to uses which conform to the Districts' legislated mission and responsibilities.

Generally the Cities and Sanitation Districts are meeting the goal for safe, efficient and environmentally sound wastewater collection and treatment. User fees provide for the system's operation and maintenance, while hookup fees provide most of the funding for new trunks and interceptors. Treatment plant expansion is funded by revenue bonds repaid via levees on system users. An expansion now underway will increase the peak wet weather flow capacity to 392 million gallons/day to serve a population of about 1.15 million people. Additional expansion of the regional sanitation system may be necessary to meet the 2010 population.

A major issue associated with the regional sewerage system relates to the size and timing of new trunks and interceptors so as to be consistent with the General Plan's growth horizons, yet also be consistent with the Regional Sanitation District's policy instrument, the Master Interagency Agreement (MIA), to allow planning, design and construction of the facilities needed to cost-effectively provide for long-term urban growth. Such flexibility is necessary for the implementation of the comprehensive and long range program required for major sewerage facilities with a 50 year projected service life. The Urban Service Boundary provides a long range urban growth horizon compatible with the Sanitation Districts' long range implementation needs. A related issue is the provision of sewer service in agricultural-residential areas. Policies in this section provide direction on the County's position on regional sewer issues related to the timely extension of sewer service consistent with growth management policies of the General Plan.

This section describes policies and programs under three objectives:

1. Treatment plant, regional interceptors and trunk system expansion completed prior to construction in urban expansion areas and/or flows reaching critical capacity limits.
2. Within the unincorporated area of the County, established limits on extension of public sewer service to ensure long-term available treatment capacity, cost-effective use of revenues and support of open space preservation objectives.
3. Equitable fees adequate to support wastewater collection, treatment, and disposal.

Additional information concerning wastewater collection and treatment may be found in the background section of this element. Additional discussion of issues and policies affecting water runoff quality can be found in the Conservation Element.

GROWTH AND SYSTEM EXPANSION

Objective: Treatment plant, regional interceptors and trunk system expansion completed prior to construction in urban expansion areas and/or flows reaching critical capacity limits.

Intent: Timely construction of sewer trunks, interceptors, and treatment plant capacity is essential to providing for new development without moratoriums or delays. It is equally important to ensure that new development doesn't create capacity problems within the existing system. Accomplishing this objective requires coordination between planners and facility engineers, advance planning for capital improvement programs, funding commensurate with need, and careful monitoring of new development. One ongoing issue, however, concerns trunk and interceptor size. Sacramento's reliance on one regional treatment plant requires an extensive system of trunks and interceptors to

convey waste for treatment. In order to minimize the need for installing expensive parallel sewer lines, it is important to size facilities to accommodate long-term growth. Yet, capital facilities must be consistent with the General Plan, which typically identifies growth areas for only the next 20 years. The ultimate urban service boundary identified in the new General Plan, together with Policy PF-11, provides a basis for long range facility planning consistent with the General Plan. Generally, public sewer agencies in Sacramento have been able to provide sewer service as needed. Policies and programs largely reflect current practice in Sacramento. Computerized information on development within each reach of trunk and interceptor would greatly assist system design and monitoring.

Policies:

- PF-6. Interceptor, trunk lines and flow attenuation facilities shall operate within their capacity limits without overflowing.
- PF-7. Although sewer infrastructure will be planned for full urbanization consistent with PF-11 and the Land Use Element, an actual commitment of additional sewer system capacity will be made only when users are ready to connect and use the system.
- PF-8. Do not permit development which would cause sewage flows into the trunk or interceptor system to exceed their capacity.
- PF-9. Design trunk and interceptor systems to accommodate flows generated by full urban development at urban densities within the ultimate service area. This could include phased construction where deferred capital costs are appropriate.
- PF-10. Development along corridors identified by the Sanitation Districts in their Master Plans as locations of future sewerage conveyance facilities shall incorporate appropriate easements as a condition of approval.

Implementation Measures:

- A. Request CSD-1 and SRCSD to prepare a trunk sewer and interceptor planning document that addresses the facilities needed and the cost of extending sewerage services to both the urban policy and urban service areas. (Planning, SRCSD, CSD-1)
- B. Request the Sanitation Districts to identify needed trunk and interceptor system improvements and incorporate these into the Districts' five year project list. (Planning, SRCSD, CSD-1)
- C. Request the Sanitation Districts to determine the revenue requirements necessary to meet the needs identified in the sewerage system expansion documents. (Planning, SRCSD, CSD-1)

- D. Review all proposed development projects within the urban policy area for appropriate easements and facility needs, and identify potential capacity problems and suggest changes from the facilities identified in the sewerage system expansion documents. (Public Works)
- E. Prepare five-year estimates of the amount and extent of expected growth in urban expansion areas, updated biannually, to assist in capital improvement planning for sewers. (Planning)

EXTENSION OF SEWER SYSTEM

Objective: Established limits on extension of public sewer service in the unincorporated area to ensure long-term availability of conveyance and treatment capacity, cost-effective use of revenues and support open space preservation objectives.

Intent: While sewer service could be provided to serve development almost anywhere in Sacramento and adjoining Counties, there are important practical and environmental reasons to place limits on service. A recent issue concerns extending trunk lines to rural residential areas where densities exceed that which will ensure long-term protection of groundwater from contamination by septic system seepage. The policies below clarify appropriate limits. They essentially reaffirm the regional treatment system as the means of serving new development. The intent of the policy regarding agricultural-residential service is that it is warranted only where a clear risk to groundwater quality exists. This will require that the County also implement policies regarding the creation of rural lots which protect groundwater aquifers (see also Land Use and Conservation Elements). The Urban Services Boundary contained in the General Plan will provide a long range urban growth horizon compatible with the Sanitation Districts' long range needs to implement planning, design and construction of cost-effective public sewerage facilities; which are in conformance with both the Regional Sanitation District's policy instrument, the Master Interagency Agreement (MIA), and the Sacramento County General Plan.

The MIA, to which Sacramento County is a signatory, contains provisions whereby service cannot be extended beyond the current service area if such an extension would impact the ability of any SRCSD's Contributing Agency to receive sewer services for its existing and future customers. Additionally, the MIA only allows the SRCSD to annex properties that are designated for urban uses in the General Plans of Sacramento County and the Cities of Sacramento and Folsom.

In the event that a proposal is made to provide sewer services to an adjacent county which required construction of sewers across rural or agricultural lands, the Board of Supervisors would be able to address the issue in terms of conformance to the requirements of the MIA. Any proposal to provide service outside Sacramento County would, under the existing MIA, be through a contract.

Important in establishing benefit are findings that extension of the sewer system is needed to ensure Sacramento's surface water quality, that the

ultimate capacity of the Regional Treatment Plant will be sufficient to accommodate full development within the Urban Service Area as well as out-of-County flows, that out-of-County urban areas can be equitably connected to the regional sewer system's service area, and that extension of the sewer system into other counties be in the context of other regional issues such as water supply and transportation.

Policies:

- PF-11. The County shall not support extension of the regional interceptor system to areas within the County which are beyond the Urban Service Boundary.
- PF-12. Sacramento County will support extension of sanitary sewer services outside of Sacramento County by the Sacramento Regional County Sanitation District and its Contributing Agencies under the following conditions:
1. That the residents of Sacramento County are benefitted by such an extension.
 2. That such extension of sewer service complies with the conditions set forth in the Master Interagency Agreement which governs the policies and operating responsibilities of the Sacramento Regional County Sanitation District and its Contributing Agencies.
- PF-13. Public sewer systems shall not extend service into agricultural-residential areas outside the urban policy area unless the Environmental Health Department determines that there exists significant environmental or health risks created by private disposal systems serving existing development and no feasible alternatives exist to public sewer service.
- PF-14. Independent community sewer systems shall not be established for new development.

FUNDING FOR WASTEWATER COLLECTION AND TREATMENT

Objective: Equitable fees adequate to support wastewater collection, treatment and disposal.

Intent: It is the policy of SRCSD and CSD-1 to generate the revenues required for construction of new trunk and new interceptor sewers related to growth through connection fees for new development. Connection fees are imposed on new development, on previously unserved properties and for previously served properties where redevelopment requirements exceed the basic capacity allocation. Treatment plant upgrading and existing trunk and

interceptor replacement or improvement will be funded by all users through sewer service charges.

Since treatment plant expansions require large expenditures of funds for a single contract, SRCSD will retain the flexibility to utilize funding mechanisms other than connection fees to fund these improvements. However, connection fees may be used to either fund or augment other funding mechanisms for treatment plant expansions depending upon the availability of such monies at the time expansions are required.

The County recognizes that there is a public role in the financing of public infrastructure and services, and that this responsibility must be addressed to allow the County to retain control of the planning process. Lack of such control could result in development occurring wherever sufficient private funding exists to supply the services and infrastructure necessary for urban uses, possibly contrary to the goals of the County.

Policies:

- PF-15. Support CSD-1 and SRCSD policies to fund new trunk and interceptor capital costs through connection fees for new development.
- PF-16. Support SRCSD policy to fully fund treatment plant operation through monthly service charges to system users. Fund treatment plant expansion and upgrades, and existing trunk and interceptor replacements or improvements through connection fees or other revenue sources.
- PF-17. Support a policy requiring monthly service charges to users that reflect differences in the volume and concentration of wastewater generated by nonresidential users.
- PF-18. New development projects which require extension or modification of the trunk or interceptor sewer systems shall be consistent with sewer facility plans and shall participate in established funding mechanisms.

SACRAMENTO COUNTY GENERAL PLAN
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Section III

SOLID WASTE SERVICES AND FACILITIES

GOAL: Safe, efficient, and environmentally sound operation of solid waste facilities in Sacramento County.

INTRODUCTION

Sacramento County has nine active solid waste facilities. Three transfer stations and two landfills are publicly owned and operated and additional material recycling/transfer stations are proposed for the cities of Galt and Folsom. The City landfill is scheduled for closure in 1992. The County landfill is located on a 650 acre site at Kiefer Boulevard and Grantline Road. The four remaining solid waste facilities are privately owned and operated. The Aerojet landfill and American Environmental's hazardous waste transfer station handle more toxic industrial wastes. Active and inactive solid waste facilities are identified in the Background Section of the Plan.

Additional facilities proposed in the County include an expansion of the County landfill site. However, identification of vernal pools on more than one-half of the 650 acre site may reduce its overall capacity and require the County to purchase additional acreage. Additional transfer stations may be appropriate as the County expands its recycling program and commercial self-haul activities increase.

An issue associated with the location of additional transfer stations is the appropriate setback distance from more restrictive zones, other than industrial, and the types of activities and machinery involved. Standards and noise contours contained in the Noise Element should provide appropriate guidelines for proper setback distances.

The rationale for a fee system based on the quantity of waste collected is to give County residents an incentive to recycle. This is consistent with the Conservation Element's Materials Reuse recommended measure to provide financial incentives to increase public participation in recycling efforts.

This section describes policies and programs under four objectives:

1. Adequate sanitary landfill and transfer station capacity to meet long-term growth needs.
2. Land use compatibility with all solid waste facilities.
3. Fee-supported solid waste collection and disposal.
4. Safe and environmentally sensitive transportation of solid waste.

DISPOSAL FACILITIES

Objective: Adequate sanitary landfill and transfer station capacity to meet long-term growth needs.

Intent: The County landfill has enough capacity to meet demand through the year 2010. Successful implementation of waste reduction mandates will extend the life at the Kiefer landfill. The County Integrated Waste Management Plan now in preparation should develop recycling means consistent with the goals of statewide legislation. However, recent identification of vernal pools with special status plant species on 350 acres may reduce the overall capacity at the site. In order to maintain maximum flexibility in site operation and design, additional acreage is being acquired from nearby landowners. Expansion plans using the additional acreage will increase capacity through the year 2050.

There are three publicly owned and operated transfer stations in Sacramento County. One is located in North Highlands, another in South Sacramento and the other in the Delta. Transfer stations offer a convenient public service to garbage haulers by providing a closer site than the landfill and cost savings to Solid Waste collection vehicles and crew. Transfer stations also offer a disposal site within ten miles of most urban areas. The major exceptions are in the northeastern communities of Folsom, Fair Oaks, Orangevale, and portions of Rancho Cordova. An additional station in the Sunrise area of Rancho Cordova may be appropriate.

Policy:

PF-19 Develop recycling programs to be included in the County Integrated Waste Management Plan in order to meet the requirements of AB 939.

Implementation Measure:

- A. Determine feasibility of additional transfer station locations during the Integrated County-wide Siting Element Planning Process. (Solid Waste Division)

LAND USE COMPATIBILITY

Objective: Land use compatibility with all solid waste facilities.

Intent: Sanitary landfill operations by their very nature have the potential to create public nuisances. Heavy truck traffic, dust, litter, and offensive odors require that planned land uses surrounding solid waste facilities protect the public health and minimize complaints from nearby residents. For these reasons the Planning Department recommends a 2,000 feet buffer in all directions around the County landfill on Kiefer Boulevard. Appropriate uses within the buffer are open space, agriculture, and recreational uses such as hunting clubs, golf courses and recreational lakes. The 2,000 feet distance shall be measured from the landfill property line.

This policy will assure the unfettered long term operation of the site well into the next century.

Transfer stations need to be located in industrial areas at a distance from populated centered activities and residential areas in conformance with standards contained in the Noise Element. The planning review process should be sensitive to conflicting land uses within the vicinity of transfer station sites.

Policies:

- PF-20. Property buffering the County landfill shall remain in agricultural, recreational or other open space uses and extend 2,000 feet in all directions, measured from the landfill property line.
- PF-21. New transfer station facilities shall be located in industrially zoned areas at distances from residential areas consistent with standards contained in the Noise Element.

Implementation Measure:

- A. Require review of all projects within a one mile radius of a solid waste facility. Ongoing. (Solid Waste Division of the Public Works Department and Planning)

SOLID WASTE DISPOSAL FINANCING

Objective: Fee-supported solid waste collection and disposal.

Intent: Collection, recycling, composting, transfer and disposal activities are funded primarily through customer service fees, facility tipping fees, permit fees, etc. charged to private collectors, and monthly collection service charges on county residents. Fees are adjusted for any new recycling efforts, or other programs to cover the additional costs. Any new facilities and programs are financed through rate structures and tipping fees.

The second policy and program represent the role that fees can ultimately have on encouraging and promoting maximum public participation in recycling efforts. The Materials Reuse Component of the Conservation Element addresses recycling related issues more in depth.

Policy:

- PF-22. Solid waste collection, handling, recycling, composting, recovery, transfer and disposal fees shall recover all capital, operating, facility closure and maintenance costs.
- PF-23. Solid waste disposal fees and rate structures shall reflect the quantity of waste set out for disposal and provide incentives for recovery.

Implementation Measure:

- A. Develop a solid waste disposal fee system based on the quantity of waste set out for disposal and provide incentives for recovery. (Solid Waste Division of Public Works)

PUBLIC SAFETY IN SOLID WASTE HANDLING

Objective: Safe and environmentally sensitive transportation of solid waste.

Intent: The concern is with public safety and periodic monitoring of long-haul and short-haul collection vehicle routes. Transportation of solid waste should avoid congested and dangerous routes. Periodic monitoring of routes helps promote the safe collection and disposal of solid waste by avoiding congested and dangerous routes. The other policy reflects ongoing efforts at the Division.

Policies:

- PF-24. Transportation of solid waste shall utilize the safest practical means and routes of transport.
- PF-25. Solid waste collection vehicles shall minimize dispersion of litter, odor and fumes.

Implementation Measures:

- A. The Division's Safety Committee shall review periodically and adjust field collection activities with due consideration to public safety. (Solid Waste Division of Public Works)
- B. The Division shall establish an incentive program to reward good safety and driving records of its employees. (Solid Waste Division of Public Works)

SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT

SECTION IV

PUBLIC SCHOOL FACILITIES

Goal: New public schools which serve as a neighborhood focus and maintain a quality learning environment for Sacramento County's residents as the County population increases.

INTRODUCTION

Comprised of roughly 265 school facilities, the eighteen elementary school, high school and unified school districts of Sacramento County serve the primary and secondary educational needs of the approximately 182,000 students enrolled in county schools. The Sacramento and San Juan Unified school districts constitute the two largest districts with more than 80 schools and 46,000 students each. But these figures are likely to change in the upcoming decade as the increasing student age population in the County will necessitate that additional school facilities be constructed.

Since 1980, the school age population in Sacramento County has risen 18 percent, and current estimates project that the school age population will rise another 17 percent by the year 2000. To accommodate the demand for public school facilities created by this population growth, officials forecast that more than 320 schools will be needed to adequately serve the school age population. Because there currently exist only 265 schools, it will be necessary to construct roughly 60 additional schools within the next ten years if the county is to comply with state service level standards for the number of students per classroom. Equally important, this new school facility construction will likely be concentrated in the Elk Grove, Roseville, and Grant Union School Districts since a disproportionate amount of the increase in the student age population is occurring in this area.

To finance the construction of these new school facilities and expand and modernize existing ones, it appears that school districts are going to have to seek out more local support. As it stands, statewide funding is about \$5.5 billion short while the backlog of approved and unfunded projects continues to grow. These complications at the state level are especially pertinent to Sacramento County schools, for they have relied on state funding for more than 50 percent of their construction costs.

Considering that the construction for an elementary, middle, and high school costs about \$5 million, \$8.8 million, and \$30 million respectively, the school district for Sacramento County will have to find roughly \$734 million within the next five to seven years if the needed 13 high schools, 9 middle schools, and 53 elementary school facilities are to be in place by the year 2000. Because of the funding shortage at the state level, school districts will have to seek more local support if they are to manage this imbalance in school facility supply and demand. However, existing local financing mechanisms have thus far been ineffectual in meeting the current demand.

School districts rely on developer fees to provide about one-third of the construction costs for new or upgraded school facilities. Likewise, if a school district adopts year round programming, they could free up another 10 to 20 percent of their facility capacity, thus reducing the costs associated with the construction of new facilities. Mello-Roos bond financing, which few districts have successfully established, may provide another five to ten percent of the costs. Nevertheless, this existing financing, even with the inclusion of year-round programming, still leaves school funding about 30 to 60 percent short.

With these issues in mind, the goal enumerated in this section of the Public Facilities Element has been formulated to ensure that this future demand is managed in ways that enable school districts to supply the needed facilities. More specifically, this section:

- 1) Establishes guidelines and standards for adequate provision of public school facilities;
- 2) Encourages greater coordination amongst school districts for the purpose of instituting county-wide public school facility planning; and
- 3) Encourages greater coordination between the County and community college districts in planning future on- and off-campus facilities.

The policies and programs which follow provide mechanisms which will assist school districts in their efforts to meet this future demand in a sufficient manner under the following objectives:

1. Public schools physically and functionally integrated with their surrounding neighborhoods.
2. School facilities planning coordinated between school districts.
3. Facility levels equal to state standards for school enrollment, and school site size for all of Sacramento's public schools.
4. Adequate funds to construct and/or renovate schools to keep pace with urban growth.
5. School facilities constructed and completed timely with the construction of new residential projects.

NEIGHBORHOOD INTEGRATION

Objective: Public schools physically and functionally integrated with their surrounding neighborhoods.

Intent: Schools are an important part of any neighborhood. In addition to their central educational role, they serve as a place for meetings, special programs, after-school play, soccer and little league games, and precinct voting. How well the school functions in these various roles depends very much on the school's location with respect to other community uses and how accessible it is. However, all too often the location of schools is the

consequence of negotiated agreements during development approval without regard to the full range of design and locational opportunities in the community.

Unlike General Plans in many other jurisdictions, the scale of Sacramento's General Plan doesn't permit identifying all existing and planned school sites on the land use diagram (although it does identify existing high school sites). The community plans for the unincorporated area provide a much more appropriate scale for delineating new schools and ensuring their thoughtful location with respect to surrounding land uses. The Public Schools Background Report includes Table 8A which lists the approximate location of future school facilities. This table will be updated as information from individual school districts is received.

The following policies recognize the community planning focus of school siting and provide direction in planning for schools, with the intent that schools should be a key element of a neighborhood planning effort. There remain many opportunities for design innovation and good, sensible planning to achieve neighborhoods which better integrate the school into the fabric of neighborhood life. Additional guidelines concerning school location are included in the TOD Design Guidelines.

Policies:

- PF-26. Community plans shall identify all existing and planned school sites and shall include guidelines and conceptual examples for incorporating new schools into overall neighborhood design.
- PF-27. Community and Specific Plans shall consider the needs of community colleges and address the feasibility and appropriateness of off-campus facilities, particularly in TODs.
- PF-28. Schools shall be planned as a focal point of neighborhood activity and interrelated with neighborhood retail uses, churches, parks, greenways and off-street paths whenever possible.
- PF-29. New elementary schools in the urban area should be planned whenever possible so that almost all residences will be within walking distance of the school (one mile or less) and all residences are within two miles of a school.
- PF-30. New elementary and junior high schools shall be planned adjacent to neighborhood and community parks whenever possible and designed to promote joint use of appropriate facilities.
- PF-31. Elementary schools shall not be located along arterials and thoroughfares. Junior high schools shall be located near arterials and thoroughfares to facilitate the transport of students.
- Pf-32. New community college campuses and high schools within the urban service boundary shall be located along arterial or thoroughfare streets, with high priority to location adjacent to transportation corridors identified on the Transportation Plan Map.

PF-33. New schools should link with planned bikeways, pedestrian paths wherever possible.

Implementation Measure:

- A. Amend individual community plans to show the location of all existing and planned schools and to reflect General Plan policies regarding school and neighborhood design. (Planning Department)
- B. Consult with community college and public school facility planners during the creation or update of Community and Specific Plans.
- C. Coordinate operation and maintenance of joint use facilities by agreements between the affected parties. (Department of Parks and Recreation, Local Park Districts, School Districts, Planning)

COORDINATED PLANNING BETWEEN SCHOOL DISTRICTS

Objective: School facility planning coordinated between school districts.

Intent: State law requires that all schools prepare and adopt a school facilities master plan, with a minimum five-year time horizon, which identifies districts' facility needs. Within Sacramento County, there is considerable variability in student projection methods, planning horizons, and plan detail. The comprehensiveness of plans is a function of a district's size, management capability, and rate of growth. In the Natomas area, the presence of several districts, each with different approaches to determining facility needs, has complicated efforts to develop a comprehensive infrastructure plan in a new urban growth area. When the Planning Department asked Folsom, Cordova and Elk Grove School Districts to estimate school needs for a hypothetical community in the Vineyard area, they each used yield ratios characteristic of their built areas to arrive at different student estimates for a new growth area.

There needs to be better coordination between school districts and consistency in their facilities plans, guided by a County-wide assessment of school needs for a common time horizon. The County Office of Education, City and County Planning staff, and SACOG, which provides demographic and development data, need to be more involved in the school planning process. The Placer County Office of Education has recognized this need by hiring a facilities planner to improve coordination between districts and to assist smaller districts. The policies and measures below represent a beginning toward the accomplishment of this objective.

Policies:

- PF-34. Support the establishment of a County-wide public schools planning program.
- PF-35. Review district school facility plans with respect to their relationship to County-wide school facility planning objectives in conjunction with Board of Supervisors' adoption of supplemental financing programs.

Implementation Measures:

- A. Establish a coordinating committee of district facility planners, City and County Planning representatives, and SACOG to identify problems, discuss issues, explore solutions, and identify criteria to improve school facility planning in Sacramento County. (County Office of Education)
- B. Evaluate the feasibility of establishing a facilities planning program to provide coordination and assist smaller districts in developing plans. (County Office of Education)

SCHOOL FACILITY LEVELS

Objective: Facility levels equal to state standards for school enrollment and school site size for all of Sacramento schools.

Intent: The goal of achieving a quality learning environment for Sacramento's children has many aspects. But from a school facilities perspective, school enrollment and the size of the school site are basic requirements. The state has established minimum standards (see background section) for facilities, and for the most part school districts strive to meet them. They are incorporated here to provide a quantitative measure of achieving the overall goal. However, in growing districts the problems of timely school construction and, above all, funding new school facilities requires resolution in order to achieve this objective.

Although the state has the primary role of seeing that school districts achieve standards, the County should reinforce its support of service level standards where mitigation of school impacts is necessary. Moreover, the subdivision review process frequently involves decisions regarding the dedication or reservation of school sites. The following policies provide specific direction, including assistance to school districts in acquiring future school sites via the Specific Planning process.

Policies:

- PF-36. Land dedications or reservations for schools should meet state guidelines for school parcel size. Where more than one owner or development project is involved, there shall be appropriate assurances and conditions to assure that requisite acreage can and will be assembled to meet facility site requirements.
- PF-37. Development projects shall not be approved unless the hearing body finds that provisions for reservation of school sites are adequate to meet the needs of the school district.
- PF-38. Specific Plans shall show the location of future school sites based upon adopted school district master plans and criteria in the General Plan, and shall include assurances of funding for acquisition.

Implementation Measures:

- A. Provide an annual report to the Board of Supervisors on the status of individual school district compliance with state service level guidelines and their efforts to resolve problem areas. (County Office of Education)
- B. Address the need for reservation of school sites in all subdivision and parcel maps. (Planning Department)
- C. Develop procedures to incorporate school site location and acquisition as part of the Specific Planning process. (Planning)

SCHOOL FACILITIES MITIGATION

Objective: Construction and/or renovation of schools to keep pace with urban growth.

Intent: Inadequate school construction is the key roadblock to achieving the goal of providing a quality learning environment for the area's residents. While there is widespread recognition that the State should do more to fulfill its funding responsibilities, the County cannot stand by as the crowding situation in districts deteriorates for lack of resources to build new schools. Approaches available to the County to resolve the crisis include: 1) enacting ordinances to generate supplemental funding for schools through developer fees or special districts, and 2) limiting new construction when school capacity is not available. The County's preferred approach is to focus on supplemental funding, yet growth restrictions must remain as a last resort should all other courses of action be unavailable. Regardless, the County must pursue all political and if necessary, legal opportunities to argue for greater state financing responsibility, and in particular for assurances that the state will not reallocate bond funding priorities based on availability of local supplemental mitigation fees to fund school construction.

The following policies reflect an approach resulting from review of state legislation, and discussions with the Elk Grove School District and the development community. They recognize that the County's policy commitment to mitigate impacts of development on school facilities requires a like commitment from relevant school districts that they are working to implement other school facility objectives and policies in this section and that they are pursuing all other funding opportunities and efficiency measures which might be available. The intent of the policies below is to require school districts to meet Priority Level One status of the state bond program prior to requesting supplemental mitigation. Finally, they are crafted so that the prospect or opportunity of growth limitation will not influence the willingness or ability of local districts to pursue local funding options or the local populace to support them.

Policies:

- PF-39. Supplemental mitigation fees may be established by the Board of Supervisors provided they find that supplemental fees are critical and necessary to meet the facility funding needs of a school district and that traditional methods of school financing are not adequate.

PF-40. No land division or rezone for new residential construction shall be approved in any area unless it is found that development within such area will not significantly impact school facilities. Such a finding will be deemed to have been made if there is a Board of Supervisors approved school district financing plan for any applicable school district which provides for funding of needed school capacity, and a proponent of a land division or rezone has agreed to abide by such plan.

PF-41. The Board of Supervisors shall not approve a school district's financing plan which authorizes the collection of mitigation fees supplemental to those required pursuant to Government Code Section 65995 unless it has certified that the school district has:

- a. Adopted a facilities plan consistent with the time horizon of the County General Plan,
- b. Adopted a school financing plan delineating the source and amount of funds required to fully implement the facilities plan,
- c. Implemented year-round schools within the service area where mitigation fees would be applied, unless the Board of Supervisors finds that year-round schooling is infeasible, and
- d. Participated in the State School Construction Bond Program. Participation can be demonstrated by evidence that the school district has pursued application for state funding in a diligent manner, as well as the actual appropriation of funds.

PF-42. Mitigation required by the County shall, together with other reasonably assured sources of funding identified in the school facilities financing plan, be sufficient to mitigate impacts upon school facilities.

PF-43. Support state legislative efforts to secure additional state funding for school construction and ensure maintenance of local district priorities for funds in the state school bond program.

Implementation Measures:

- A. Conduct a review of school district facility plans and master economic plans to determine status of plans, need for supplemental funding, and consistency with General Plan policies. (Planning Department and County Office of Education)
- B. Develop procedures and criteria for implementing policies. (Planning Department and County Office of Education)

- C. Develop an advocacy program to advance County objectives in the State Legislature and State Education Department. (County Legislative Advocate and County Office of Education)

SCHOOL CONSTRUCTION SCHEDULE

Objective: School facilities constructed and completed timely with the construction of new residential projects.

Intent: This objective is straightforward and necessary: the County does not want residential growth to occur before schools are completed to accommodate new students. The following policies establish this basic principle within the practical context of timing growth and facility construction. If plans and financing for necessary schools are in place, they should not present formidable obstacles. However, given the current school financing crisis, achieving the objective presents very important challenges, for it gets to the crux of the school funding issue. Without new funds schools cannot be constructed in a timely manner and residential construction in overcrowded school service areas should not proceed. Yet, the prospect of slowed residential growth could jeopardize local support for school financing measures necessary to construct new schools. Policies throughout this plan affirm the County's commitment to requiring essential services prior to granting entitlements for new growth, and schools should not be an exception.

Policies:

- PF-44. Residential projects proposed prior to completion of planned school facilities shall include phasing conditions, which ensure that the project does not generate students which, together with those students from previously approved projects, will cause the capacity at existing schools within a reasonable distance of the project to exceed planned capacity beyond levels deemed acceptable by the school district, provided that the school district is proceeding in good faith to complete the timely construction of needed facilities. Development agreements may be appropriate to confirm reciprocal obligations.
- PF-45. Residential rezone and general plan amendment requests shall not be approved unless accompanied by a finding that school facilities to accommodate projected students consistent with service level standards will be available in a timely manner to serve the project or that the project includes phasing conditions to ensure coordination of residential construction and school construction consistent with policy.
- PF-46. School facility and financing plans for new urban growth areas designated by this plan shall be jointly adopted by the appropriate school districts and the Board of Supervisors.

Implementation Measures:

- A. Coordinate County, City, and school district development monitoring efforts to ensure that school districts have early knowledge of all proposed residential projects, the ability to project combined effects of projects on school attendance, utilize consistent analytical approaches, and effectively convey information regarding the ability to accommodate new students to City and County Planning and Environmental Departments. (Planning Department)
- B. Develop conditions and development agreement provisions to implement residential phasing policy. (Planning Department and County Counsel)
- C. Monitor implementation of residential growth timing policies in relation to funding programs and report on their effectiveness. (Planning Department)

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SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT

SECTION V

LIBRARY FACILITIES AND SERVICES

GOAL: Satisfactorily designed, safe, and well-maintained library facilities using current and future technologies in Sacramento County.

INTRODUCTION

Libraries provide an important service that helps define the quality of life communities offer. Their value, both as a public service residents come to expect and as a focal point of community identity, is often taken for granted until library services are curtailed or eliminated due to reductions in the Public Library's operating revenue.

The Sacramento Public Library houses a collection of 1.4 million items. The branches offer children collections, young adult, and adult collections, reference desks and study tables, formal and informal meeting rooms, browsing stacks, periodicals, newspapers, foreign language materials, local history documents, government publications, new books, video and audio tapes, interbranch loans, and two traveling bookmobiles to serve both rural communities and immobile population groups.

The Public Library functions as a joint City-County library under a 1966 agreement. While it operates as a single agency, it is governed by and accountable to both the Sacramento City Council and the Sacramento County Board of Supervisors.

Twenty-four libraries and two bookmobiles serve residents of Sacramento County. There are thirteen facilities in the unincorporated area of the County plus one each in the Cities of Folsom, Isleton, and Galt; one regional library, six community libraries and nine branches. Eight libraries serve the City of Sacramento, including a central library, one regional library, one community library, and five branches. The new 160,000 square foot Central Library will ultimately house 500,000 volumes and have 500 reader seats. Additional services will include non-print materials and computer databases.

Population growth in the unincorporated area during the planning period will require three new community or regional libraries and several neighborhood branches. The Sacramento Public Library's overriding concern is lack of funding for library construction and/or expansion. The Public Library system does not have adequate revenue to construct new facilities. Furthermore, libraries will see revenues reduced by 12 percent due to a court ruling in which a local fire district successfully argued current allocation of public funds to various public facility districts and entities was inequitable. The

augmentation fund ruling, as this court decision has become known, essentially eliminates funding to construct new facilities using conventional funding sources.

The following policies and programs outline a library facilities and funding plan under these objectives:

1. Library facilities and services in new and growing areas equal to established community areas without reducing service in established community areas.
2. Adequate and timely funding for library capital construction costs shared equitably by existing and new residents.
3. Future libraries located along well-traveled thoroughfares and/or transit routes accessible to the greatest number of people.

LIBRARY LEVEL OF SERVICE

Objective: Library facilities and services in new and growing areas equal to established community areas without reducing service in established community areas.

Intent: The Sacramento Public Library Master Plan contains established standards for providing library facilities based on population and service area criteria. They include a leased or moveable neighborhood library serving 10-20,000 people, a leased or County-owned modular neighborhood library serving a population of 20-50,000, and a 12,000 square foot full-service community library supported by regional/central libraries serving communities of 50,000 or more. Based on a projected 2010 population of 790,000 residents in the unincorporated area, the County will need one additional regional library, two new community libraries, and five new neighborhood branches, in order to maintain the present level of service. Since the public library system cannot meet its service standard goals at this time, it must use its existing and future facilities more efficiently while making full use of computerized customer services to County residents.

Policies:

- PF-47. New and remodeled library facilities shall meet adopted standards for square footage and parcel size; materials and equipment; and services programs and staffing commensurate with the population served.
- PF-48. Library facilities planners shall meet with neighborhood and community groups to determine specialized community service needs and to incorporate them, to the extent possible in the library design.

Implementation Programs:

- A. Construct or expand community and regional libraries as indicated on Table 12 in Background Report. (Libraries)
- B. Lease or construct neighborhood branch libraries as indicated on Table 12 in Background Report. (Libraries)
- C. Prepare a technology element to the Master Library Plan. Evaluate and recommend potential computer information technology and programs which can extend library services directly to homes and businesses. (Libraries)

CAPITAL FACILITIES FUNDING FOR LIBRARIES

Objective: Adequate and timely funding for library capital construction costs shared equitably by existing and new residents.

Intent: There presently exists no ongoing source of funds to pay for construction of new libraries. Library personnel anticipate that the California Library and Bond Act of 1988 (Proposition 85) will provide 65 percent of eligible costs for library expansion projects, specifically the Elk Grove library expansion. To qualify for Proposition 85 funding local government must provide the remaining 35 percent for construction costs. Local funding could be obtained through debt financing, transient tax revenues, benefit finance districts, and special taxes. Establishment of a benefit finance district such as a Mello-Roos district in a partially developed or growing community can provide some of the capital costs for facility expansion. However, it is unreasonable to request residents of new development to singularly bear expansion costs since the entire community benefits from the convenience of new branches, increased book collections, and expanded service. To augment state funds and funding generated from special district assessments, the County should provide a general obligation bond or consider a special tax. Sufficient support for such funding methods might be garnered if library funding is packaged with parks and other cultural amenities into an overall quality of life initiative.

Policies:

- PF-49. The capital cost of community and regional library construction and renovation shall be shared by existing residents through bond financing or other appropriate measures and by new residents and workers through assessments on new development.
- PF-50. Include community library needs among facilities to be financed by financing districts created in new urban areas.
- PF-51. Create financing districts within existing library service areas to assist in financing library renovation and expansion needs and require new development to annex to the financing district.

PF-52. New commercial development in financing districts shall contribute to library financing such that fees based on projected employment are approximately equivalent to the fees for an equivalent number of new residents.

Implementation Measures:

- A. Identify the service area boundaries for new community or regional libraries or libraries which are planned for expansion or renovation and determine the total capital costs of constructing and stocking the facilities. (Libraries)
- B. Establish annexable financing districts to provide revenues for libraries in North Highlands, Folsom, and Elk Grove. (Planning, Libraries and AFA)
- C. Develop and submit for voter approval a bond measure to finance approximately 50 percent of the local capital cost needed to construct and renovate community and regional libraries during the planning period. Include within the bond measure funding for advanced computer information systems serving County residents. (Libraries)

LIBRARY SITING

Objective: Future libraries located along well-traveled thoroughfares and/or transit routes accessible to the greatest number of people.

Intent: Of all the decisions made during a library building project, the single most important is the location. A public library should be accessible to the greatest number of users. Sites need to be purchased early in the planning of new communities to obtain sites on major traffic routes, visible to people passing by, and with adequate parking. The intent of the first policy is to locate new libraries within pedestrian oriented developments served by public transportation. Future library facilities should be centrally located along with other public and private uses such as post offices and retail/commercial, and not in secondary residential areas requiring access by private vehicles.

Policies:

- PF-53. Incorporate planned libraries into community and specific plans for new development.
- PF-54. Purchase library sites as early as possible in the development process.
- PF-55. Future library sites shall be accessible by car, bicycle, foot, public transportation, and have sufficient off-street parking.
- PF-56. Future library sites shall be located so as to be visible to people passing by and be accessible to children unaccompanied by adults.

SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT

SECTION VI

SHERIFF

GOAL: Adequate Sheriff Services and Facilities for the Unincorporated Areas of Sacramento County.

INTRODUCTION

The Sheriff's Department provides specialized law enforcement services to Sacramento County and local police protection to the unincorporated area. Specialized law enforcement includes providing court security services, operating a system of jails for pretrial and sentenced inmates, and operating a training complex. Local police protection includes response to calls and trouble spots, investigations, surveillance, and routine patrolling.

Demand for local police protection exceeds the supply of resources. Demand results from population growth; increased rates of crime, particularly major crimes and crimes associated with the use and sale of drugs; and services mandated by the State and the Courts. Supply of resources is linked primarily to the County General Fund. Growing demand and a relatively slower growing resource base leads to an inability to maintain historic levels of service.

Policies and programs in this section are designed to achieve the following objectives:

2. Expand law enforcement services in area of crime prevention and public education.
4. Design neighborhoods for personal safety.

EXPAND LAW ENFORCEMENT SERVICES

Objective: Provide law enforcement services to the unincorporated area in accord with a commitment of crime prevention, control, and correction.

Intent: Law enforcement professionals recommend education as means to address social issues that are the causes of crime, and recommend crime prevention as means to reduce the incidence of crime. Programs within schools, such as those focusing on self-esteem, have been developed in other jurisdictions. Proactive work within the community, including the maintenance of a physical presence, prevents crime. Eliminating educative and preventive services and programs to comply with short run funding limits is undesirable and it leads over the long run to a higher total cost of law enforcement.

Policies in this Plan attempt to restore the Department's role as a provider of educative and preventive programs.

Policies:

- PF-57. Plan and develop law enforcement programs with a perspective toward reducing as well as controlling crime.
- PF-58. Plan and develop law enforcement facilities in keeping with overall needs and the distribution of growth.
- PF-59. Use education and crime prevention as integral parts of the practice of law enforcement.

Implementation Measures:

- A. Maintain a long-range plan of capital facilities which takes into account demographic projections, sociological forecasts, and other relevant planning data. (Sheriff)
- B. Conduct a research effort to investigate links between public investment in education and crime prevention and the incidence of crime. (Sheriff)
- C. Develop crime prevention strategy/plan based on available data. (Sheriff)
- D. Expand efforts to demonstrate the long run cost to the community for lack of investment in education and prevention programs. (Sheriff)
- E. Distribute results to all legislative delegations and to the entire community. (Sheriff)

DESIGN NEIGHBORHOODS FOR CRIME PREVENTION

Objective: Broaden community involvement in crime prevention by incorporating visibility and other issues of public safety in neighborhood and building design.

Intent: Proposals in the Land Use element of the General Plan, which create higher densities and new design standards for transit-oriented development, potentially influence the distribution of crime and effectiveness of patrol staff. Physical separation between buildings and exposures must be designed to increase visibility within developments. Improvements to the physical structure can prevent crime. Recognizing there may be inherent conflicts between law enforcement, design and other planning objectives the intent of these measures is to seek cooperative solutions.

Policies:

PF-60. Design neighborhoods and buildings in a manner that prevents crime and provides security and safety for people and property; when feasible.

Implementation Measures:

- A. Prepare list of specific design features that help assure safety to persons and property, particularly residential property, to be included within Building Code, Zoning Code and Land Development ordinances. (Sheriff, Public Works, and Planning)
- B. Adapt transit-oriented development guidelines to the needs of crime prevention to the extent possible. (Sheriff, Planning)

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SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT

SECTION VII

FIRE PROTECTION AND EMERGENCY SERVICES

GOAL: Efficient and effective fire protection and emergency response serving existing and new development.

INTRODUCTION:

Fire protection is an indispensable municipal service important to every County resident. Fire service is provided in the County of Sacramento by the cities of Folsom, Galt, Isleton and Sacramento, Elk Grove Community Services District, and fourteen other independent fire districts. Natomas Fire District is the only dependent district governed by the County Board of Supervisors. Portions of the Foothill areas are also protected by the State Division of Forestry, although it provides no structural protection. Only the unincorporated community of Freeport and immediately surrounding area receives no fire protection.

All fire districts provide emergency medical rescue and fire protection services. Some Districts also provide advanced life support via fire department ambulances, paramedic squads, or by the placement of Firefighter/Paramedics on engines. While fire suppression calls represent 5% to 13% of all calls, the largest number of calls are medical aid related.

The issues associated with providing effective fire protection and emergency services include financing the capital facilities costs of needed fire stations and equipment to serve new growth areas and incorporating fire and emergency safety measures into neighborhood and building design standards without compromising other design objectives. This section describes policies and programs for fire protection and emergency services under two objectives:

2. Fire and emergency safety measures integrated into all neighborhood and building design.
3. Equitable and adequate funding for new facilities, equipment and personnel to serve growth.

BUILDING AND NEIGHBORHOOD DESIGN FOR FIRE PREVENTION

Objective: Fire and emergency safety measures integrated into all neighborhood and building design.

Intent: A critical aspect of effective fire protection is properly designed neighborhoods and buildings. Building codes have always addressed and regulated fire hazards and must continue to respond to technological change. Tall buildings four-stories or greater, particularly those containing mixed land uses, are of special concern as they become more common in suburban areas. Interior street design, emergency access, parking, and street addressing of development projects are all of concern to fire protection districts. Adequate water supply and pressure are requisite to effective fire suppression, particularly in rural areas. The following policies and implementation measures reflect these concerns. They take into consideration the existing design review process and recommend additional measures considered important by fire districts while addressing the affordability of those measures in a cost-effectiveness framework. Recognizing there may be inherent conflicts between fire suppression requirements, cost considerations and design objectives it is the intent of these policies to seek cooperative solutions, which are consistent with fire suppression requirements and design standards.

Policies:

- PF-61. Require new development to install fire hydrants and associated water supply systems which meet the fire flow requirements of the appropriate fire district.
- PF-62. New development shall provide access arrangements pursuant to the requirements of the Uniform Fire Code.
- PF-63. Infill development shall be provided adequate off-site improvements to meet on-site fire flow requirements.
- PF-64. New development, redevelopment or traffic signal replacement shall require the installation of emergency signal activation systems in all street improvements requiring signalization when requested by a fire district.
- PF-65. Require that structures of four stories or more in height provide on-site equipment and facilities to the satisfaction of the appropriate fire district, consistent with industry norms and standards.

Implementation Measures:

- A. Amend County improvement standards to require that new development install necessary fire hydrants and associated water supply systems at the same time street improvements are made. (Public Works)
- B. Provide for review of all projects by fire districts having jurisdiction and maintain fire district representation on the Subdivision Review Committee. (Planning)
- C. Update and enforce the County's fire and building codes utilizing best and most cost-effective technologies available and TOD designs. (Public Works)

- D. Include a cost/benefit analysis of sprinkler systems and fire resistive roofing for all new residential development in fire district master plans, including the feasibility of retrofitting residences at resale, and in Specific Plans. (Fire Districts, AFA)

FIRE PROTECTION FACILITIES EXPANSION

Objective: Equitable and adequate funding for new fire protection facilities, equipment and personnel to serve growth.

Intent: As with most public facilities, funding capital facilities and equipment is a significant issue with the districts. New development in the Laguna, Elk Grove and Antelope areas has occurred in conjunction with Mello-Roos district bond financing programs which include fire stations and equipment. The General Plan formalizes this practice by placing primary responsibility for financing needed capital facilities for fire protection on new development. It is important from a planning perspective that funding mechanisms be based on well-conceived facility plans which in turn are based upon reliable growth projections for each service area. There is also a need to improve coordination between fire districts and planners in planning new facilities.

In all fire districts, the ongoing operating and maintenance costs come from the property tax base, resulting in funding shortfalls, particularly in urbanizing districts receiving the same relative level of funding that previously supported volunteer fire service. Although the policies below address facility needs, additional efforts are needed at the state and local levels to support on-going operation and maintenance costs. The County has the responsibility to ensure that new development does not occur when fire districts cannot provide fire protection and emergency services which meet minimally accepted standards. The policies below outline planning procedures required of fire districts prior to their requesting assistance from the Board of Supervisors to mitigate impacts from new development.

Policies:

- PF-66. Mitigation fees may be established by the Board of Supervisors for the purpose of funding adequate fire protection and emergency medical response facilities provided they find that such fees are critical and necessary to meet the facility funding needs of the fire district and that existing methods of financing are inadequate.
- PF-67. The Board of Supervisors shall not require the collection of mitigation fees unless it has certified that the fire district has:
- a. Adopted a facilities plan consistent with industry norms and standards and the time horizon of the County General Plan that will maintain ISO ratings of 3 for hydrant areas and 8 for

non-hydrant areas, and a response time of 5 minutes for emergency medical calls, where staffing levels are adequate.

- b. Adopted a financing plan delineating the source and amount of funds required to fully implement the facilities plan. Such plan shall indicate personnel requirements necessary to meet the standards in the facilities plan.
- c. Demonstrate a commitment to and reasonable progress towards achieving efficiency improvements, such as inter-district agreements for sharing resources or district consolidation.
- d. All reasonable efforts have been made to secure additional funding from any other available sources.

PF-68. Mitigation fees established by County ordinance shall, together with other reasonably assured sources of funding identified in the fire district's financing plan, be sufficient to implement the adopted financing plan.

PF-69. No building permit for new residential or commercial construction shall be issued when there is a Board of Supervisors certified fire district financing plan for any applicable fire district, which provides for mitigation fees, until the applicant has contributed all required mitigation fees.

Implementation Measures:

- A. Provide fire districts with biannual estimates of planned growth and projected population within fire station service areas. (Planning)
- B. Prepare and maintain a facilities plan identifying station improvements, equipment needs and related costs to maintain adequate service in urban growth areas. (Fire Districts, AFA, Planning)
- A. Develop a system of fire hazard mitigation based on the probability of occurrence and the number of people at risk. Acceptable mitigation shall include, but not be limited to, a staffed and equipped fire station. (Planning and Fire Districts)
- B. Modify procedures for fire district review of proposed development projects to incorporate response time analysis and potential mitigation. (Planning and Fire Districts)

SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT

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SECTION VIII

ENERGY FACILITIES

GOAL: Appropriately sited energy facilities that efficiently and safely produce and distribute energy to Sacramento County residents without compromising environmental quality or human health.

INTRODUCTION

The projected rapid growth in Sacramento County will require an associated expansion of the energy supply infrastructure. Good planning is necessary to develop an efficient system with minimal impact to the county's natural resources and human population. This section offers facility siting policies designed to minimize environmental impacts caused by the construction and operation of energy facilities. Other policies address safety and health issues. Facility definitions and descriptions, as well as discussions of impacts, issues, and other technologies are contained in the Energy Facility Background Report in Section IX of this Element.

This section of the Public Facilities Element is concerned with the siting of energy facilities to protect biological and cultural resources and human health. The policies in this section relate to other General Plan Elements including:

- Land Use—Separation of conflicting land uses.
- Conservation—Protection of biological and cultural resources.
- Agricultural—Preservation of farmlands as viable units.

Further, the Energy Facility Siting Section promotes the goals of the Air Quality and Energy Elements through support of alternative energy technologies that provide relatively clean, safe electricity.

GENERAL ENERGY FACILITY POLICY

Objective: Minimize the health, safety, aesthetic, cultural, and biological impacts of energy facilities in Sacramento County.

Intent: The specific benefits and impacts of an energy facility vary with the type of facility, location, and community issues. The Board of Supervisors and Policy Planning Commission may evaluate energy production facility siting based upon many factors including safety, community economics, efficiency, reliability, aesthetics, and resource conservation. The priority of the siting factors may vary from project to project, requiring the decision-making body to compromise some policies in favor of others. In order to maintain the integrity of the policies,

yet allow flexibility in decision making, the Board must provide findings explaining actions contrary to policies in this section.

PF-70. The Board of Supervisors and the Policy Planning Commission may approve, or recommend approval, of development projects for energy facilities that are contrary to any of the policies in this section only when justification is provided through findings.

PF-71. Locate and design production and distribution facilities so as to minimize visual intrusion problems in urban areas and areas of scenic and/or cultural value including the following:

- Recreation and historic areas.
- Scenic highways.
- Landscape corridors.
- State or federal designated wild and scenic rivers.
- Visually prominent locations such as ridges, designated scenic corridors, and open viewsheds.
- Native American sacred sites

PF-72. Locate and design energy production and distribution facilities in a manner that is compatible with surrounding land uses by employing the following methods when appropriate to the site:

- Visually screen facilities with topography and existing vegetation and install landscaping consistent with surrounding land use zone development standards where appropriate, except where it would adversely affect photovoltaic performance or interfere with power generating capability.
- Provide site-compatible landscaping.
- Minimize glare through siting, facility design, nonreflective coatings, etc.
- Site facilities in a manner to equitably distribute their visual impacts in the immediate vicinity.

PF-73. Minimize the potential adverse impacts of energy production and distribution facilities to environmentally sensitive areas by, when possible, avoiding siting in the following areas:

- Wetlands.
- Permanent marshes.
- Riparian habitat.
- Vernal pools.
- Oak woodlands.
- Historic and/or archaeological sites and/or districts

PF-74. Energy production and distribution facilities shall be designed and sited in a manner so as to protect the residents of Sacramento County from the effects of a hazardous materials incident.

ELECTRIC GENERATION POLICY

COGENERATION: COMPLIANCE WITH REGULATIONS

Objective: **Develop cogeneration facilities in compliance with land use plans, ordinances, regulations, standards, and zoning restrictions.**

Intent: The Sacramento Municipal Utility District (SMUD) is promoting clean, efficient, and reliable energy production through the use of cogeneration technology. These policies set forth regarding cogeneration facilities are not intended to apply to SMUD facilities which are expressly exempt from zoning ordinances under California Government Code Section 53091.

The following siting policies guide the development of cogeneration technology in Sacramento County. The policies address some of the primary issues common to all energy projects which are not covered within existing zoning and planning ordinances. The County requires mitigation of specific impacts associated with cogeneration facilities utilizing the guidelines provided the Background Report.

Policies:

- PF-75. Cogeneration facilities may be located in commercially zoned areas provided that the thermal host associated with the cogeneration facility is a conforming commercial use and the cogeneration facility does not adversely affect other commercial uses in the area.
- PF-76 Locate and screen cogeneration facilities in a manner that minimizes visual impacts on adjoining residential and/or commercial uses. These facilities shall also comply with noise ordinance requirements otherwise applicable in the area, or in adjacent zones that are potentially affected by facility noise.

COGENERATION: RESOURCE PROTECTION

Objective: **Develop cogeneration potential without degrading natural and cultural resources.**

Intent: Cogeneration land use issues are typically minor in most urban locations, however displacement caused by cogeneration projects may significantly impact existing biological and cultural resources in rural areas. Although natural gas is the cleanest fossil fuel, cogeneration units emit nitrogen oxides and particulate matter and are often noisy. Some projects may use toxic chemicals, generate hazardous wastes, and may cause other environmental impacts if not properly mitigated. Mitigation measures for cogeneration operations are in the Background Report.

Policies:

- PF-77. Cogeneration facilities are prohibited outside the Urban Service Boundary, except as part of an existing processing operation.
- PF-78. The design and scale of a cogeneration project should be consistent with the existing design and scale of the host plant. All on-site landscaping should comply with the landscaping development standards of the surrounding land use zone.
- PF 79. Conduct an analysis of non-potable water availability prior to the development of any new cogeneration facility. The results of such an analysis shall be submitted to the State Water Resources Control Board for review and approval.

SOLAR ELECTRIC FACILITIES

Objective: Site solar electric facilities for maximum operational efficiency and minimum aesthetic and environmental impact in designated areas.

Intent: At present there are two types of solar electric technologies: solar thermal and photovoltaics (PV). Small-scale distributed power photovoltaic (PV) systems offer a variety of potential environmental and energy benefits. Such systems are to be encouraged and where practical, sited near load centers, utilizing rooftops, commercial buildings and integrated into building envelopes. PV's are an excellent means of providing efficient, clean energy. The main siting factors are aesthetic, biological, and cultural. Glare from solar facilities, defined as the reflectance of a harsh, uncomfortable brilliant light, is a potential problem that is usually mitigated through careful siting and design. Sprawling solar facilities can despoil pristine landscapes and natural resources such as oak woodlands and vernal pools. Larger scale multi-megawatt PV systems should be designed in a manner that minimizes land use and environmental impacts, and therefore should be located away from sensitive habitats.

The following policies minimize the impact of future solar projects to the County's open space. They also regulate on-site construction and maintenance procedures for solar facilities in order to minimize related off-site impacts. The County shall require mitigation for specific impacts associated with cogeneration facilities utilizing the guidelines provided the Background Report.

These policies address commercial electrical energy production by solar facilities and do not apply to SMUD owned solar facilities. These policies regulate private solar collectors that do not provide energy for purchase. The Zoning Code does not specifically address collectors, but provides language for regulating structural features incorporated into building design as incidental uses, subject to routine height limitations (24 feet in residential zones).

Policies:

- PF-80. The County supports the concept of a dispersed system of small-scale solar collectors that feed energy into the electric delivery system. The County may support large-scale solar collector projects as a secondary alternative.
- PF-81. Large multi-megawatt solar facilities should be sited with appropriate consideration for their land use impacts.
- PF-82. New solar facilities should be designed and developed so as to minimize impacts to sensitive biological resources such as oak woodlands and vernal pools, cultural resources (including designated historic landscapes), or prime farmlands as defined by the California Department of Conservation and shown on page 21 of the General Plan's Open Space Element.
- PF-83. Solar facilities should be excluded from areas of scenic value and should not be sited in visually prominent locations such as ridges, designated scenic corridors, designated historic areas, and open viewsheds.
- PF-84. Locate solar facilities, and design and orient solar panels in a manner that addresses potential problems of glare consistent with optimum energy and capacity production.

ELECTRIC DISTRIBUTION POLICY

The following objectives and their associated policies address the main issues related to transmission and subtransmission facilities in Sacramento County. The policies address land use issues including aesthetics, human health and safety, and preservation of biological and cultural resources.

Sacramento County does not dictate policy regarding the development and efficiency of the energy supply system. The County, however, supports planning initiatives such as SMUD's energy source diversification and demand-side conservation. Furthermore, other methods of reducing impacts associated with energy production, including impact offset opportunities, could be incorporated into the Use Permit procedure.

Sacramento County recognizes that SMUD has the primary responsibility for providing electric service within Sacramento County, and that paramount within that responsibility is the performance of the electric system. It is the intention of these policies to ensure that County land-use planning/development activities are coordinated with the associated facilities development responsibilities of SMUD.

OVERALL ELECTRIC TRANSMISSION AND SUBTRANSMISSION DELIVERY SYSTEM

Objective: Ensure the provision of safe, reliable, efficient and economical electric service while minimizing potential land use conflicts, and health, safety, environmental, and aesthetic impacts of transmission facilities.

Intent: Rising energy demands will require additional transmission facilities for local needs and for transporting electricity across the county. However, large-scale and widely distributed facilities have the potential to cause significant land use, environmental, aesthetic, and safety impacts. Therefore, it is imperative that new transmission facilities, whether for regional or local use, be sited in manner that protects the county's visual and aesthetic resources to the best extent possible. To effectively accomplish this, the Planning Department needs to play a more active role in the siting of new transmission facilities (i.e., bulk substations). Therefore, proposals to site new large-scale transmission facilities should be submitted to the Planning Department under the guise of a General Plan conformity review request. It is also recommended that an aggressive outreach and education program be initiated and incorporated into SMUD's existing public notification process.

Policies:

The first three policies listed below represent siting priorities for transmission lines, in order of most to least desirable.

- PF-85 New transmission corridors should, whenever possible, avoid existing and planned urban areas; specifically those areas designated for residential and commercial uses. When avoidance is not possible transmission lines should be placed underground.
- PF-86 New transmission lines constructed within existing and planned urban areas should utilize existing transmission corridors whenever practical. Secondary preferred locations are railway and freeway corridors. If feasible, existing towers should be upgraded to accommodate additional circuits rather than erecting new towers.
- PF-87 To minimize visual impacts and protect the county's visual and aesthetic resources new bulk substations should be located in industrial and non-retail commercial areas. To further minimize visual intrusion and potential land use conflicts, substations shall be enclosed with an eight foot high security fence in concert with a 25-foot landscaped setback along all public street frontages.
- PF-88 Proposals to locate all new bulk substations and all other large scale energy distribution facilities shall be submitted to the Planning Department for review and comment in the form of a General Plan Conformity request.
- PF-89 Locate and design new transmission towers in urban areas in a manner that minimizes visual and environmental impacts, including impacts to historic buildings and view sheds.

- PF-90 In order to avoid interference with take-off and landing procedures locate new transmission towers away from airport runways. The distances from the runway shall be determined consistent with Code of Federal Regulations, Part 77.
- PF-91 Transmission line rights-of-way located in undeveloped areas shall be maintained as parks, recreation areas, and open spaces and solar distributed generation sites subject to land owners' current and intended uses of the property. Pursuant to terms of standard utility facility easements, proposed uses and improvements within utility rights-of-way are subject to review and consent by the affected utility.

ELECTRIC TRANSMISSION FACILITY SITING AND DESIGN

Objective: Plan and design transmission facilities to minimize visual impacts, preserve existing land uses, and avoid biological and cultural resources.

Intent: Policies throughout this Plan commit the County to preserve its important resources such as wetlands habitat, prime soils that support intensive farming, and aggregate deposits suitable for surface mining. New rights-of-way located in these areas may infringe upon existing land uses. The following policies provide guidelines that minimize land use conflicts with high voltage transmission power lines. In rural areas, as in urban areas, it is often impossible to select a right-of-way which uncompromisingly meets all the policies. The intent is to arrive at an alignment which achieves the objective stated above. Undergrounding portions of the line may be a desirable mitigation measure in some instances, but these policies do not require undergrounding to achieve policy compliance.

These policies apply only to the extent statutory authority expressly grant local agency zoning authority over public-owned transmission facilities. Also, these policies are applicable to the transmission facilities of publicly-owned utilities as per state legislation granting local agencies siting review authority. These policies are advisory for PG&E and WAPA facilities and are useful for formulating recommendations regarding proposed route alignments in Sacramento County.

Policies:

- PF-92. Wherever feasible, utilize existing transmission poles to accommodate new overhead transmission lines. Existing and future transmission corridors should be shared by more than one utility company.
- PF-93. Transmission rights-of-way should avoid bisecting parcels wherever possible.
- PF-94. The crossing of prime or statewide importance farmland with transmission lines should be avoided whenever possible. In those cases when crossing farmland in these categories is unavoidable routing of the lines along the periphery of the site is the preferred alternative.

- PF-95. Transmission lines should avoid to the greatest extent possible, cultural resources and biological resources such as wetlands, permanent marshes, riparian habitats, vernal pools, and oak woodlands. When routed through such areas, transmission lines should have maximum line spans and cross at the narrowest points which involve minimal cutting and cropping of vegetation, maintaining the drainage regime of wetland basins. Additionally, when feasible, such routes should be maintained to serve as biological dispersion corridors between areas of high biodiversity.
- PF-96. Protect native and non-native bird populations by incorporating electrocution prevention measures into the design of transmission towers.
- PF-97. Avoid routing transmission lines through areas currently used or projected to be used for subsurface mining operations. Preferred routing should follow mining setbacks to adjacent roadways.
- PF-98. Transmission lines should avoid paralleling recreation areas, historic areas, rural scenic highways, landscaped corridors, and designated federal or state wild and scenic river systems.
- PF-99. Locate transmission facilities in a manner that maximizes the screening potential of topography and vegetation.
- PF-100. Utilize monopole construction, where practicable, to reduce the visual impact on a corridor's middle and distant views.

ELECTRIC SUBTRANSMISSION FACILITY SITING AND DESIGN

Objective: Site subtransmission facilities without compromising community aesthetic, health, and safety standards.

Intent: Policies for siting subtransmission facilities, typically 69 kV power lines and distribution substations, will provide guidance to minimize land use conflicts.

The following policies are intended to minimize visual impacts and address community safety concerns of subtransmission facilities without compromising the system's functional integrity, efficiency, or burdening local utilities with extraordinary costs. Undergrounding power lines may mitigate many aesthetic problems, however the extra cost (approximately tenfold) and installation and maintenance problems make it feasible only under special circumstances. In most instances the impact of subtransmission power lines will be mitigated through appropriate design, placement, and landscaping.

Policies PF-102 to PF-108 and PF-110 to PF-113 are advisory since the County does not have the authority to regulate subtransmission line easements. Their intent is to foster a common ground for a coordinated approach to line siting.

Policies:

- PF-101. The Board of Supervisors should utilize policies in this section as a basis for formulating recommendations for locating subtransmission facilities, commenting on SMUD's electric facilities siting plans, and when adopting subtransmission siting locations for County Community Plans.
- PF-102. Overhead subtransmission line routes serving residential neighborhoods should all be selected to equitably distribute the visual impact burden.
- PF-103. Minimize overhead wire congestion using techniques such as combining lines on poles or undergrounding.
- PF-104. Galvanize-coated steel poles should be used where practical.
- PF-105. Route new overhead subtransmission lines within existing transmission line corridors, along railroad tracks, or major roadways. In an effort to reduce the visual impact of new lines combine circuits on existing 69 kV power poles, wherever feasible.
- PF-106. The preferred route when installing overhead subtransmission lines through residential neighborhoods should be the landscape corridors located within arterial roadways
- PF-107. Where easements for subtransmission facilities parallel landscape corridors, they should be entirely contained within the landscape corridor.
- PF-108. Subtransmission lines within landscape corridors shall be situated street-side of the corridor's center line to minimize the visual impact to adjacent residences, but at a distance that will not affect traffic safety.
- PF-109. Landscaping shall be included in corridor design which meets the standards of the surrounding land use zone and is compatible with the overhead line design.
- PF-110. To help reduce visual intrusion landscape corridors with planned power lines along major streets in residential areas should be no less than 30 feet in width.
- PF-111. In residential areas, route subtransmission line easements along rear property lines where no better alternative exists. In such cases, the easements should be granted as a project's conditions of approval, be shared by adjacent back fence property owners, should enable line access acceptable to the utility, and should avoid schools, public parks, and recreation areas.
- PF-112. To the maximum extent possible locate distribution substations serving residential areas in adjacent commercial properties. When not feasible, these facilities should be designed in a manner to harmonize visually with the surrounding development, including the use of landscaped buffers.

- PF-113. To minimize visual intrusion problems enclose all substations with a security fence at least eight feet high, provide a setback 25 feet from public street frontages, and provide landscaping consistent with the development standards of the surrounding land use zone when in non-industrial areas.
- PF-114. Public facility financing plans for developing neighborhoods may include the cost of undergrounding new and existing subtransmission lines. Costs may be shared by all participating developers.
- PF-115. In areas of renovation and redevelopment, install subtransmission and distribution lines underground, when feasible, with installation costs provided to the utility by redevelopment funds. Installation should be designed in a manner that minimizes impacts to any historical features.

ELECTRIC AND MAGNETIC FIELD POLICY

Objective: **Develop new land uses adjacent to transmission facilities without compromising the safety and health of residents.**

Intent: Land use regulations in Sacramento County serve many purposes, preserving a sense of public safety being paramount. How to regulate land uses with regard to EMF exposure is an issue addressed in this section. In spite of the numerous studies conducted in the past 20 years the scientific community has been unable come to a clear consensus with respect to the link between EMF exposure and long-term health risks. In July 1997, the National Cancer Institute (NCI) released the results of an eight year study, which many EMF experts consider to be the most definitive to date. The research seems to conclude that there is no link between exposure to EMF and health effects (i.e., cancer). However, there are those in the scientific community that contend there is a statistical association between exposure to EMF and at least one type of cancer, acute lymphoblastic leukemia (ALL), the most common type of childhood cancer. Therefore, due to the lack of consensus it seems prudent to take steps to safeguard children. Sacramento County is putting forth a policy that is consistent with the State's school siting regulations, which impose distance requirements for locating potential public school sites near high voltage transmission lines. The formulation of the siting standards are based on a graph of field strengths provided to the State School Facility Planning Division by the Southern California Edison Company. As a note, for many years these standards were considered guidelines, however in December of 1993 the State Legislature took action to adopt them as part of Title 5 of the California Code of Regulations (Chapter 1 of Division 13, Section 14010). The County has opted to craft policy language that covers both public and private school facilities. Lastly, it is recognized that EMF research is far from complete, meaning that any policy language put forth at the state or local level will need to be reevaluated at some time in the future. Additional information on the EMF issue may be found in the Background Documentation Section of this Element.

Policy:

- PF-116. It is the policy of Sacramento County not to locate public schools or grant entitlements for private schools within, or directly adjacent to power line corridors as specified below:

<u>Power Line Capacity</u>	<u>Setback from the Corridor</u> (measured from edge of easement)
100-133 kV	100 feet
220-230 kV	150 feet
500-550 kV	350 feet

The construction of transmission lines proximate to an existing and/or planned public or private school site and subject to the County Siting Process (100 kV or greater) should also comply with the distance criteria listed above unless compliance with these setbacks would result in a greater EMF impact on other adjacent uses.

Implementation Measures:

- A. Continue to coordinate with electric utilities and utility regulatory agencies on transmission line routing and EMF buffers.
- B. Continue to monitor scientific research on EMF-related health effects.
- C. Reexamine this policy approach as new information becomes available, but not later than the end of the year 2000.
- D. Employ no-and low-cost measures to reduce EMF levels at new and upgraded facilities. Such measures should be considered on a project-specific basis. These measures include, but are not limited to the following:
 - Increase distance from conductors and equipment
 - Reduce conductor spacing
 - Minimize current
 - Optimize phase configuration

NATURAL GAS PRODUCTION AND DISTRIBUTION FACILITY POLICY

Objective: **Distribute natural gas safely and efficiently, and withdraw underground gas reserves in an environmentally sensitive manner.**

Intent: Natural gas demand is projected to continue to rise during the next two decades. The growing demand may bring increases in gas prices, the number of gas lines, and gas well drilling and exploration operations in the county.

Long-term problems associated with gas main siting are minimal since all lines are underground. Siting problems are most likely to occur during the installation and repair phases when easements are excavated. Following installation, disturbed natural features are usually restored with little long-term environmental damage. Because gas lines require periodic repair and replacement, their rights-of-way should be designed to ensure maintenance access.

As a result of Zoning Code amendment, adopted by the Board of Supervisors on June 14, 1995, gas wells located in the permanent agricultural zones (i.e., AG-160 through AG-20) are no longer subject to the Use Permit process. The State Conservation Department, Division of Oil, Gas, and Geothermal Resources is now the lead regulatory agency. Locational criteria (shown as G and H on page 25 of the Energy Facilities Siting Background Report) is regulated by Sacramento County Zoning Code Section 301-19.

Policy PF-118 encourages siting gas mains near existing corridors to minimize disturbance to biological and cultural resources, and exposure to human populations. The utility company, however, has additional siting factors to consider, including system efficiency and maintenance access which may affect the exact location proposed for the gas mains.

Policies:

- PF-117. New natural gas wells will be subject to the permitting process as regulated by the State Conservation Department, Division of Oil Gas, and Geothermal Resources as well as Sacramento County Zoning Code Section 301-19.
- PF-118. Route new high pressure gas mains within railway and electric transmission corridors, along collector roads, and wherever possible, within existing easements. If not feasible these gas mains shall be placed as close to the easement as possible.

COORDINATION WITH ENERGY PROVIDERS

Objective: Well-planned and timely siting of efficiently operating energy delivery facilities.

Intent: The County Planning Department and local utility companies must cooperate and coordinate to provide efficient electric and gas service. In new developments the planning is relatively simple; utilities are installed before or during the construction phase. In existing residential areas, however, power and gas line and substation proposals may encounter opposition from local residents. Coordination is also needed to ensure appropriate development practices in the vicinity of existing utility facilities to ensure continued safe, reliable maintenance and operation.

The County, SMUD, and PG&E are responsible for accommodating energy demand through growth planning. Successful utility planning requires the ready transfer of information between the County Planning Department and the utilities responsible for establishing and implementing long-term plans. The following policies support this objective.

Policies:

- PF-119. Community Plan land use designations and policies should be consistent with the policies of this Energy Facilities Siting section of the Public Facilities Element.
- PF-120. All Community Plans shall include an Energy Facility Siting Element which indicates the location of all existing and planned energy facilities. Community Plan Siting Elements and SMUD's Electric Study Plans for the corresponding area shall be consistent.
- PF-121. All tentative subdivision maps should identify the location of all utility easements sufficient to accommodate existing and future needs as determined by SMUD and PG&E.
- PF-122. The County Planning Department will notify SMUD's Government Affairs Office and PG&E's Land Department when the Planning Department initiates studies to prepare, modify, or update the County General Plan, a Community Plan, or Public Facilities Infrastructure Plan.

Implementation Measures:

- A. Refer all pertinent subdivision and land use applications to SMUD and PG&E for review and comment within 30 days of the time of application. (Planning)
- B. Monitor and update coordination procedures between the County and SMUD per the Memorandum of Understanding. (Planning and SMUD)
- C. Coordinate with SMUD, PG&E, and other utilities on pertinent land use proposals. (Planning, SMUD, and PG&E)

- D. Represent existing and planned subtransmission lines and substations on tentative subdivision maps. Label existing utility easements on Community Plans and other planning maps.
- E. Amend Zoning Code Section 301-12 (Mitigation Measures for Transmission Facilities) to read as follows:

"Overhead electrical transmission lines of 100,000 volts or greater capacity shall be installed in a manner so as to minimize adverse health, safety, biological, archeological, visual and aesthetic impacts. When feasible, SMUD shall relocate and combine existing overhead transmission poles and lines with new installation.

Substations shall be designed and constructed in such a manner so as to minimize off-site visual and noise impacts. Planted or landscaped setbacks of at least (25) feet shall be provided on all public street frontages of the parcel.

- F. Amend the Zoning Code to be consistent with California Government Code Section 53091 with respect to the County's regulatory authority (i.e., use permit is not required) for power plants, cogeneration facilities, and solar electric facilities, including mitigation measures for minimizing adverse health, safety, biological, historical, and archeological impacts.

SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT
SECTION VIII-b

LOCAL PARK ACQUISITION AND MAINTENANCE

Goal: Adequate and well funded local park facilities for existing and new developments.

INTRODUCTION

Parks are important public facilities that provide permanent open space to the immediate neighborhood, the larger community, and the inhabitants of the broader region. They furnish psychological relief to the developed landscape and help to boost property values in surrounding neighborhoods. They may or may not be improved with recreational amenities.

Administration

Park planning in Sacramento County is an interagency and interjurisdictional process. At the broadest level, regional parks, the County of Sacramento Department of Regional Parks and Recreation is the service provider. It operates with a goal of providing 20 acres of regional parkland per 1,000 residents from various sources. Of this figure the County provides 12 acres while the balance is provided by local park districts and others, such as the State of California. The 12 acres provided by the County are divided into 5 acres for active uses and 7 acres for conservation uses.

Local parks (neighborhood and community parks) are primarily planned by the 18 park districts throughout the unincorporated County. In the rural areas there are seven "dependent" districts governed by boards appointed by the Board of Supervisors. In the urban areas there are eleven "independent" districts governed by boards elected by voters in the district.

State law addresses local parks through the Quimby Act (Government Code: Section 66477). This Act allows local governments to exact land dedications or fees in lieu for park purposes from new subdivisions. The law prescribes a standard consistent with the circumstances of each park district based on a minimum of 3 acres and a maximum of 5 acres per 1,000 population. Sacramento County's Planning Department and Public Works Agency oversee these requirements in the unincorporated area.

Definitions

There are four basic types of parks. Each has a different size, service area population, service area radius, and standard. (Table I)

Mini Parks are publicly owned sites generally serving a radius within 1/3 mile and within easy walking distance for a parent with tot or an elderly person. Good visual access from

surrounding homes and streets is essential. Mini Parks typically provide playgrounds and picnic facilities.

Neighborhood parks, often adjacent to school sites, are publicly owned sites intended to serve the needs of a radius within 2/3 mile, usually the residential neighborhood in which they are located. They should be within walking distance of the residents they serve, without access barriers, such as a major street or a canal. Neighborhood parks typically provide playgrounds, playfields, and court game areas.

Community parks are larger, publicly-owned sites that serve a larger area and population than neighborhood parks. They should be served by a major thoroughfare and be within bicycling distance of the people they serve. Community parks typically provide specialized functions such as swimming pools, tennis courts, sports complexes, and community buildings, in addition to basic neighborhood park facilities.

Regional parks typically provide a specialized recreation function, or preserve natural, cultural, historical, or archaeological features of countywide significance. They are usually greater than 75 acres in size, with a large service area and population, extending beyond the County boundary.

The following Table (Table I) helps to define the typical park classification system.

Table 1

**Classification of Neighborhood, Community, and Regional Parks
and their Standards**

Park Classification	Typical Size (Acres)	Range in Service Area Population	Service Area Radius	Standard (Acres per 1,000 Population)
Mini	1.5 - 4 acres	1,000 - 2,000	1/3 mile	0.5 acres
Neighborhood	5 - 10 acres	2,000 - 5,000	2/3 to 1 mile	2.0 acres
Community	20 - 60 acres	10,000 - 25,000	1 - 3 miles	2.5 acres
Regional	75 + acres	County +	County +	20.0 acres

Source: Sub-committee of Park and Recreation Agency Administrators recommendations.

The following sections contain policies that address park standards and fees; park maintenance and development; and interagency coordination.

PARK STANDARDS AND FEES FOR NEW DEVELOPMENTS

Intent: Statewide standards for Neighborhood and Community parks for new developments are prescribed by the Quimby Act (Government Code Section 66477). The policies below reflect the Quimby Act, and provide the minimum standard for maintaining park services in new residential developments of Sacramento County. The basic standard of three acres of park per 1,000 people may be raised up to five acres per 1,000 population in communities where the park district standard is higher. Implementation details are contained in Title 22 of the Sacramento County Code.

The standard can be met through the appropriate land dedication, through fees collected in lieu of the land dedication, of a combination of both. Subject to District approval, developers can also make improvements on site and apply the cost toward park fees.

Policies:

- PF-123 New residential developments shall provide local parks for their residents consistent with the Quimby Act (CA Govt. Code Section 66477), through land dedication, fees in lieu, or on-site improvements according to the standards below:
- A. Three acres of land for parks per 1,000 residents, based on calculations prescribed in Title 22 of the Sacramento County Code.

or

 - B. If existing parklands within a park district exceed three acres per 1,000 population, that value shall be the standard for new developments up to five acres of land per 1,000 residents. The specific standards are contained in the Sacramento County Code, Land Use Ordinance (Title 22).

Implementation Measures

- A. Update the calculation factors for determining required land dedication proportional to population of new residential developments based on the latest available U.S. Census information.
- B. Update the factors in Title 22 of the County Code used to calculate existing park standards by community, where that standard exceeds three acres per 1,000 population.

PARK MAINTENANCE AND DEVELOPMENT

Objective: Sufficient funding to maintain existing and new parks at an adequate level.

Intent: Park development and maintenance are partially fundable through development exactions and fees. Other sources of funds are necessary to advance park development and to maintain parks adequately. The County and park districts should consider funding options from other sources including assessments, collaborative efforts, bond measures, supplementary development fees, state and federal funding, grants from nonprofit organizations, and user fees.

Policies:

- PF-124 Encourage local park districts to develop self-supporting recreation programs for those activities that go beyond providing for basic recreation needs. Examples include outdoor sports, complexes, aquatic centers, and community centers.
- PF-125 Require new subdivisions to provide sufficient acreage of parks to meet the long-range needs of the community.
- PF-126 Encourage local park districts to acquire and to meet adopted park acreage standards in favor of expanded site development and maintenance services.
- PF-127 Encourage park development adjacent to school sites and the formation of joint use agreements between school and park districts.
- PF-128 Until such time as a permanent financing system is established which will support an adequate level of park development and maintenance, require new developments to provide an interim financial program to establish a minimal level of park development and maintenance.

Implementation Measures:

- A. Continue to investigate alternative financing mechanisms for local park and recreation maintenance and development services.
- B. Assist local park districts in identifying and pursuing alternative financing mechanisms for local park and recreation services, including programs and maintenance.

INTERAGENCY COORDINATION

Objective: Close coordination with park agencies to insure good regional and local planning, and an efficient use of available funding.

Intent: Interagency coordination is particularly important when funding is limited; coordinated park planning offers better facilities for less. Projects have the best chance for success when the acquisition and site development programs combine multiple agencies and fund sources.

Policies:

- PF-129 Encourage local park districts to collaborate and coordinate with other districts, agencies, and organizations.
- PF-130 Support the organization of park districts in a manner which will provide the most efficient delivery of park and recreation services.

Implementation Measures:

- A. Work actively with other governmental bodies to solve the regional needs of a public that pays little attention to political subdivision boundaries when seeking recreational opportunities.
- B. Work in a coordinated fashion with local recreation and park districts, state and federal agencies and non-profit entities, to acquire sufficient acreage of park lands to meet the long-range needs of the community.
- C. Work with local park districts to explore more cost-efficient methods of maintenance and operation such as joint purchasing and management of contracted maintenance and recreation services.

SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT

SECTION IX

A. WASTEWATER COLLECTION AND TREATMENT
Background Report

INTRODUCTION

Most of us take sewers for granted and subsequently underestimate their importance. The vital role of public sewerage in the urban infrastructure cannot be over emphasized, especially where the population is growing as fast as in Sacramento County. We hear of many communities in California where development moratoriums caused by inability to sewer have stifled growth, sometimes affecting the economy.

This report is a working paper designed to develop the liquid waste component of the General Plan Public Facilities Element. As a working paper it should describe, analyze and evaluate all the intricate parts that comprise the public sewer systems in Sacramento County. A working paper must also ferret out the pertinent issues facing these systems--evoke comment and discussion. We cannot allow one of our basic needs in the public infrastructure to hinder growth or the sound management of that growth. Discovering the issues--the problems--before we confront them is essential to the vitality of the Sacramento sewerage system, this working paper, and the General Plan Update process.

INVENTORY OF LIQUID WASTE FACILITIES

Existing Liquid Waste Facilities

Existing public liquid waste facilities of Sacramento County include the regional sewerage system for the urbanized area; sanitary sewer systems in Galt, Rancho Murieta, Hood, Courtland, Locke, Walnut Grove, and Isleton; and dedicated, single-facility systems at Boy's Ranch, Rio Cosumnes Correctional Center, and Metro Airport (Figure 1 and Table 1). The remainder of the county is served by private septic systems.

While a sanitation district has been established for the community of Hood, no sewerage system is actually in place. Lack of funding has hampered installation of alternatives studied in the late seventies. Locke's 75-year old system (built in 1913), privately owned and operated by Asian City Development Corporation, is seriously overloaded and substandard. Asian City is now planning to replace their dilapidated system with an expanded facility capable of serving existing and planned new development.

The Sacramento Regional County Sanitation District (SRCSD) sewerage system (Figure 2) is by far the largest, providing sewage treatment and disposal services for over 900,000 people. The Sacramento Regional Wastewater Treatment Plant (SRWTP) is capable of processing up to 300 million gallons of sewage daily during peak wet weather conditions.

Formation of SRCSD in the mid-seventies was a result of the Sacramento Regional Wastewater Management Program. The program consolidated over a dozen treatment facilities and effectively eliminated effluent discharge into local intermittent streams, the lower American River, and the Sacramento River above Freeport. Previous treatment facilities, now pumping stations and storage facilities used to attenuate peak flows, are connected to SRWTP by over 85 miles of interceptor sewers. A combined wastewater/stormwater system serving downtown Sacramento is also part of the regional system.

The collection system transporting waste flows to the regional interceptor system is operated by three separate entities: the cities of Sacramento and Folsom, and County Sanitation District No. 1 (CSD #1), serving the unincorporated urban area and portions of the city of Sacramento. By definition, collection sewers carry flows less than 10 million gallons daily (mgd) while interceptors transport flows greater than 10 mgd. (This capacity definition was adopted in the Master Interagency Agreement, the funding, service and operating agreement between SRCSD and its contributing agencies.)

The Water Quality Division of the County Public Works Department is responsible for the operation and maintenance of SRCSD, CSD #1, Hood Sanitation District, Courtland Sanitation District, Walnut Grove Sewer Maintenance District, and also provides operating assistance to the Department of Airports and Sheriff's Department (Rio Cosumnes Correctional Center) by contract. Other jurisdictions referred to above operate and maintain their respective systems.

Proposed Liquid Waste Facilities

At the writing of this report there are no new sewer facilities planned in Sacramento County other than for the community of Locke. While Hood needs a new system, there currently are no plans on an active work program.

SRCSD has plans to expand both the treatment plant and interceptor system. An expansion now underway at the treatment plant will increase the peak wet weather flow (PWWF) capacity to 400 mgd, projected to serve the 2010 service area population of about 1.3 million people. The expansion project is designed to take place in two phases. Phase I will increase capacity of average dry weather flows (ADWF) from 150 mgd to 180 mgd, serving needs to the year 2000. Phase II will increase capacity to 240 mgd (ADWF) and 400 mgd (PWWF). SRCSD also plans to expand the Natomas Interceptor and the Northeast Interceptor systems, but the actual date of expansion is undetermined. The lower reach of the Natomas Interceptor and the Arden Pump Station will also require expansion to accommodate increased flows from the new North Natomas Community Plan area. Sizing and routing studies have not been initiated, but the initial planning for this interceptor system was accomplished in a 1988 consultant study (Section III, Table 2).

Assessment of Need for Additional Facilities

All proposed interceptors and trunks are based on the adopted general plans of each jurisdiction within the regional service area. The update may require additional facilities. We will identify needed additional facilities during the update based on the updated land use diagram.

Existing and proposed facilities are estimated to have ample capacity to serve the projected 2010 population. The Water Quality Division estimates attainment of the regional system's ultimate capacity, at about 600 mgd PWWF, in about 35 years, sometime after the year 2020. Ultimate capacity includes full buildout of the treatment plant site. In addition, estimated flow levels after the turn of the century may require relocation of the outfall farther downstream or upgraded treatment (tertiary) to meet demand. Current treatment consists of primary and secondary treatment systems.

Sewage sludge is currently disposed of on-site. Available capacity for on-site disposal is anticipated to last until 2007 based on current practices. If the recommendations of a recently completed consultant study are implemented the on-site capacity for sewage sludge disposal will be extended beyond the year 2010.

The grit and screenings portion of disposed material is also currently deposited on-site, but is expected to be shipped to the Keifer Landfill starting sometime in 1993.

LIQUID WASTE FACILITY PLANNING

This section identifies service standards and policies, planning processes, and capital improvement program planning for liquid waste facilities, primarily Sacramento Regional County Sanitation District (SRCSD) and Sacramento County Sanitation District No. 1 (CSD #1).

Most of the smaller public systems in the County are relatively new, have ample capacity projected through the General Plan horizon, and experience no problems. Subsequently, little planning is required or occurs. Notable exceptions include sewerage systems at Locke, Hood and Walnut Grove.

The Locke sewerage system, built in 1913, is privately owned and operated by Asian City Development Corporation. Asian City is now planning a new system to replace their dilapidated and frequently overloaded 75-year old system.

A survey conducted by the Sacramento County Health Department in 1978 found half the private septic systems in Hood substandard. A subsequent 1980 report detailed alternatives for an adequate sewerage system; however, funds for installing the public system are unavailable and the project is not on an active work program.

An expansion of the Walnut Grove Treatment plant is being planned. This expansion will provide permanent capacity to meet current discharge requirements and provide for community growth through the year 2010.

Service Level Standards and Policies

SRCSO functions as a utility, providing service to customers on demand and responding to the needs identified in the adopted general plans of jurisdictions within its service area. As such, the primary service goal is to transport, treat and dispose of all waste generated. On a volume basis, this equates to approximately 130 gallons per capita daily (gpcd), including commercial and industrial waste. Areas characterized by a predominance of industrial uses can generate over 150 gpcd.

Another policy related to service levels is employed prior to annexation to the system. Capacity is committed only when the customer is ready to connect and use the system, avoiding allocation of capacity for undeveloped land. This policy serves to dedicate system capacity to actual users rather than speculative developments, where actual service may be years away, if at all.

Facility Planning and Capital Improvement Program

Although the planning process at SRCSD and CSD #1 has consisted primarily of periodic consultant reports (Table 1) on capacity analysis and expansion projects, and a five-year facilities plan, a master plan is currently being prepared. The facilities plan includes a cash flow analysis to determine the District's capability of financing the projects. Consultant reports serve as a long-range planning function and the five-year facilities plan, updated annually, provides short-term planning and construction programming while easily adapting to the capital improvement program required of county agencies.

TABLE 1

Consultant Reports for Sacramento County Liquid Waste Facilities

<u>Year</u>	<u>Title</u>
1974	Sacramento Regional Wastewater Management Plan
1975	Outfall Project Report and Environmental Impact Report
1975	Assessment of Wastewater Loads and Treatment Capacity
1975	Northeast Interceptor System
1978	Natomas Interceptor System
1981	Sacramento Sewerage Expansion Study
1984	Capacity Assessment of Sacramento Regional Wastewater Treatment Plant
1987	Sacramento Regional Wastewater Treatment Plant Expansion
1988	Sewer Collection System Study for North Natomas
1988	Wastewater Collection, Treatment and Disposal Facilities for Locke (contracted by Asian City Development Corp.)

Sacramento County, as a signator of the Master Interagency Agreement (MIA), will support SRCSD and CSD-1's policies to plan, design, construct and operate

a regional sewerage system when consistent with the objectives of the General Plan for the unincorporated area. Extension of the sewer system within the unincorporated area shall be based upon an adopted Master Plan and shall be concurrent with other public infrastructure required by new development.

Planning problems can arise when improvements are sized to meet an anticipated demand within a drainage shed prior to the land associated with the need having received entitlements for urban uses. The Urban Service Boundary provides a long range urban growth horizon compatible with the Sanitation Districts' long range implementation needs.

LIQUID WASTE SERVICE DELIVERY AND FINANCING

This section identifies service delivery policies, practices, and issues, and methods used to finance liquid waste capital facilities and services. This section also recommends policies to guide timing, location and financing of capital facilities.

A typical utility normally operates in a fashion that reasonably assures the availability of service upon demand, wherever and whenever necessary. In order to operate as a utility able to provide service to customers upon demand, the districts must be able to finance facilities for future use and recover their cost of doing so. As grants and bonds become increasingly difficult to secure, more of the financing will need to come from user fees.

Service Delivery

The general service delivery policy of Sacramento Regional County Sanitation District (SRCSD) and County Sanitation District No. 1 (CSD #1) is to provide service to those classes of urban uses identified in the adopted general plans of the cities of Sacramento and Folsom and Sacramento County that generally require public utility services. One issue in need of resolution is whether or not one-acre and two-acre agricultural-residential developments require urban utility services.

The forces driving the issue of sewerage agricultural-residential development include concerns of groundwater contamination, possibly requiring more sophisticated and expensive individual septic systems. Juxtaposed is the high incremental, or per unit, cost of serving lower density development with sewer utilities and the growth-inducing effects on more rural adjacent property. The county is beginning to see more requests for sewerage agricultural-residential development, yet the General Plan lacks policies to guide these decisions.

Another service delivery issue arises with the timing and sizing of sewer facilities. In some instances, urban land use entitlements are approved for areas adjacent to non-urban areas that can be reasonably expected to urbanize in the near future. Sizing an interceptor or trunk sewer line to accommodate anticipated adjacent development is much more cost-effective than laying parallel lines as each area develops. However, doing so may be considered growth-inducing, a violation of state law. The problem is highlighted when the

adjacent area is designated an Urban Study Area (USA), defined by the General Plan as an open space land use category. An area designated USA is studied for the appropriateness of urban uses and will most likely be urbanized, but current policy is unclear regarding the specificity of infrastructure planning allowed. The fact that the USA designation is necessarily applied to land within the Urban Policy Boundary, implying urbanization within the planning period if the feasibility study is positive, may resolve this issue.

Liquid Waste Facility Financing

Public liquid waste facilities in the county levy charges for services provided (except for dedicated systems at Boy's Ranch, Rio Cosumnes Correctional Center, and Metro Airport). Service charges and connection fees (Table 2) are used to offset capital, operation, and maintenance costs for the conveyance, treatment and disposal of liquid waste. Additional revenues are collected in the regional district through ad valorem taxes sufficient to retire the debt on SRCSD's general obligation bond issues used to fund initial construction of the regional sewer system. Most of the \$0.0189 per \$100 assessed value tax is used to retire bonded indebtedness. A small portion is used to finance future capital facilities. The tax rate fluctuates as the District's tax base grows.

TABLE 2

**Sewer Service Charges and Fees
for a
Single-Family Dwelling**

	<u>Connection Fee</u>	<u>CIE Fee</u>	<u>Monthly Service Charge</u>
SRCSD	\$ --	\$775.00	\$ 7.35
CSD #1	<u>287.00</u>	<u>--</u>	<u>3.00</u>
Total	\$287.00	\$775.00	\$10.35

An owner of property within the Regional District's sphere of influence seeking sewer service must join, or annex, to both a sewage collection district (CSD #1, Sacramento, and Folsom) and the Regional District (SRCSD). Most fees and charges are calculated for an equivalent single-family dwelling unit (ESD), the basic user unit producing a specific amount of wastewater. Large wastewater dischargers may be assigned several ESD units for a volume-based fee. Some industrial and commercial customers pay additional service charges based on concentrations of waste which require greater treatment.

For connection to the Regional District sewer system, a one-time Capital Investment Equalization (CIE) fee is levied. The CIE fee equals "the proportionate approximate capital investment in the Regional System for a

comparable user who was connected to a sewer line within the territorial jurisdiction of the Regional District on January 1, 1976 (start-up date of the regional system), and thereafter has remained continually connected to and in continual use of said service." The CIE fee functions as a buy-in fee and, on an average user basis, equalizes the investment in regional sewer facilities for existing and new users. This fee increases annually.

Properties within the SRCSD boundary prior to March 1, 1989 pay the ad property tax referred to above whether or not connected to the sewer system. As a result of their participation in property taxes, they pay a lower CIE fee than properties annexed after March 1, 1989. Properties annexing to SRCSD after March 1, 1989 enter the tax rolls and begin paying ad valorem taxes at the time they actually connect to the sewer system. These properties are required to pay a higher CIE fee to compensate the SRCSD for taxes not paid.

Both SRCSD and CSD #1 have connection fees to provide funding for system expansions. The adequacy of these fees is reviewed and updated annually. To date, these fees, when coupled with the District's policy to not allocate capacity on a speculative basis, have been adequate to fund sewage facility expansions. Funding of the regional treatment plant expansion has been separate from the funds raised by connection fees.

CSD #1 also charges a trunk sewer connection fee. This fee is used to finance the construction of trunk sewers where required for provision of service to unsewered areas, relief trunks, and rehabilitation of existing trunks. Other sewage collection districts within SRCSD's boundaries have less formal methods of financing trunk sewers.

Both SRCSD and the collection district levy a monthly service charge to cover operating costs. Service charges for both districts are collected in a combined billing administered by the collection district. The current monthly rate per ESD is \$7.35 for the Regional District and \$3.00 for CSD #1.

The method of collecting funds to finance future capital facilities is an issue expressed by some larger-use customers. The district attempts to finance as much as possible with pay-as-you-go funding, the least expensive method of financing. The opposing belief is that future customers should finance the full cost of growth-related sewage system expansion.

Developers are responsible for constructing all house and street lateral sewer lines in addition to charges identified above. In some cases, a developer also will construct necessary trunk lines and be reimbursed later by the district from connection fees.

CONCLUSIONS

The General Plan update will need to address policies for sewerage agricultural-residential parcels, which presents the possibility of providing growth inducements to more rural adjacent properties. However, given the sanitation District's policies of operating as a utility extension of public sewers to agricultural-residential areas is not a problem.

Sacramento County, as a signator of the MIA, can play a role to ensure that the Sanitation District's policies regarding planning, design, construction and operation is consistent with the objectives of General Plan policies for the unincorporated area. Extension of the sewer system within the unincorporated area should be based upon an adopted Master Plan and be concurrent with other public infrastructure required by new development.

SRCSO is developing a master plan for the Regional Wastewater Treatment Plan, an updated Sewerage System Expansion Study and a new Revenue Program which will be used to plan and finance additional sewerage system expansions required by the updates and revisions to the general plans of the agencies served by SRCSO and CSD-1 over the 20 year planning period.

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SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT

SECTION IX

**B. SOLID WASTE SERVICES AND FACILITIES
BACKGROUND REPORT**

INTRODUCTION

Sacramento County has a very stable solid waste management future. While many other counties in the state will see their landfill capacity depleted within the next five to ten years, this county will enjoy ample landfill capacity well into the next century. Yet the real-life example of a solid waste crisis facing the rest of the state must keep us from living in the blissful ignorance of the past fifty years of solid waste management. The state legislature will help to some degree, mandating recycling goals and incentives, but we must do more. We must rid ourselves of the throw-it-in-a-hole landfill mentality. Every piece of waste generated must be thoroughly scrutinized before going in that hole on the east side of the county, the landfill abyss. Waste reduction, resource recovery and recycling will be the watch words of the future.

This paper seeks to provide background for development of designed to develop the solid waste component of the General Plan Public Facilities Element. As a working paper it should describe, analyze and evaluate all the intricate parts of solid waste management in Sacramento county. A working paper must also ferret out the pertinent issues--evoke comment and discussion. Discovering the issues and problems before we confront them is essential to the future of solid waste management in Sacramento County and the General Plan update process.

INVENTORY OF SOLID WASTE FACILITIES

Existing Solid Waste Facilities

Sacramento County has nine active solid waste facilities. Five are publicly owned and operated--three transfer stations and two landfills. The city landfill, scheduled for closure in 1992, is located at 28th and A Streets. The county landfill is located on a 656-acre site at Kiefer Boulevard and Grantline Road (Table 3).

The four remaining solid waste facilities are privately owned and operated. The Aerojet landfill and American Environmental's hazardous waste transfer station handle more toxic industrial wastes.

TABLE 3
Active Solid Waste Facilities
Sacramento County

<u>Facility Type</u>	<u>Size Acres</u>	<u>Expected Closure Date</u>	<u>Tonnage Daily</u>
Sacramento Co. Landfill	656	2040	1550
Sacramento City Landfill	113	1990	750
L and D Landfill	124	1992	316
B and C Landfill	14	1992	152
Aerojet Landfill	45	1992	7
North Area Transfer Station	NA	NA	203
South Area Transfer Station	NA	NA	114
Delta Transfer Station	NA	NA	7
American Environmental Hazardous Waste Transfer Station	NA	NA	400

NOTE: NA (Not Applicable)

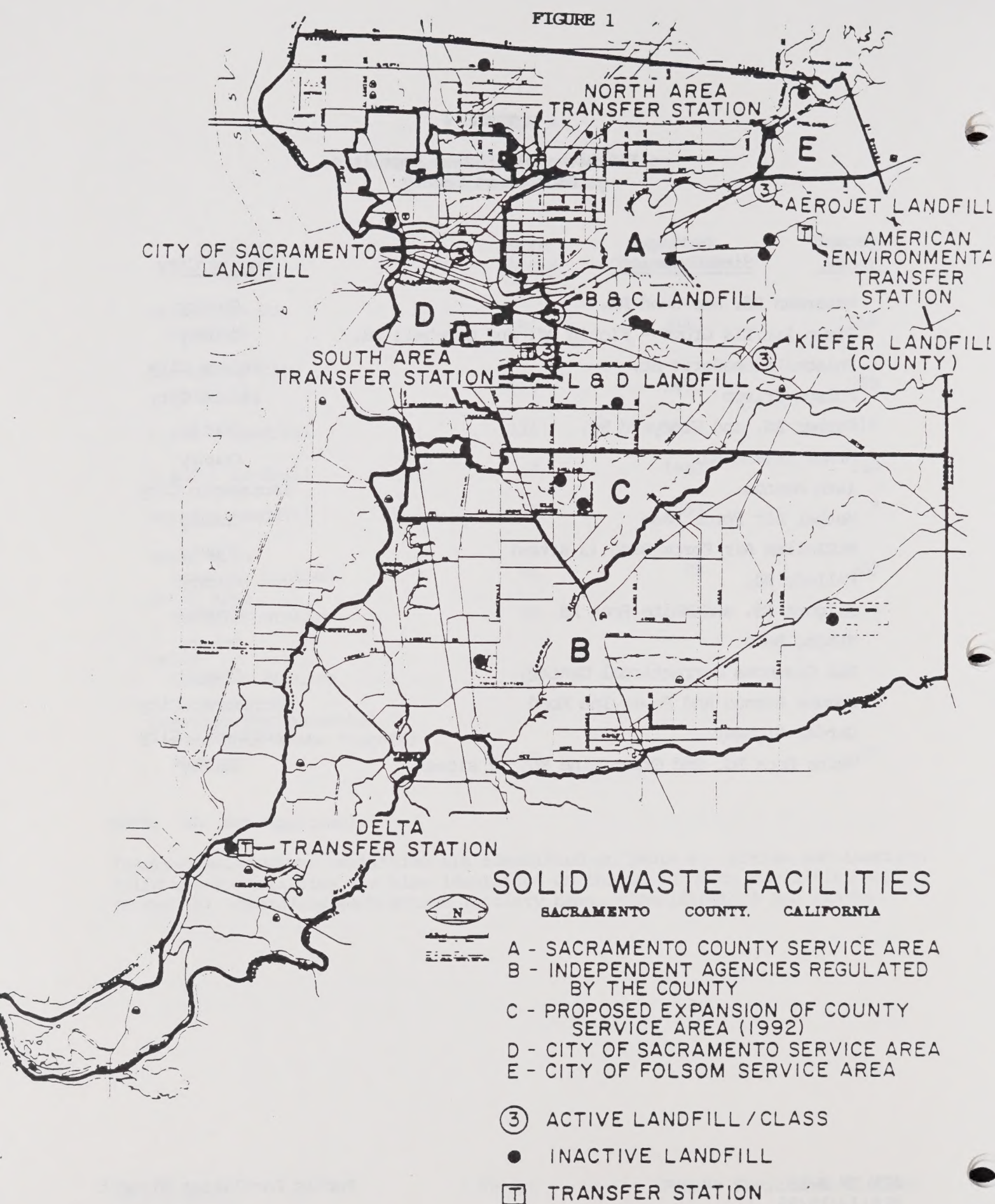
Inactive solid waste facilities are identified on Table 4. Active and inactive solid waste facilities are also identified on the Solid Waste Facilities Map (Figure 1), including each active facility name, classification and status.

TABLE 4

**Inactive Solid Waste Facilities
Sacramento County**

<u>Site Location</u>	<u>County/City</u>
Waterman Rd. and Bond Rd.	County
Dixon Pit/Elk Grove - Florin Rd. and Campbell Rd.	County
Folsom/Leidesdorff St.	Folsom City
Folsom Prison	Folsom City
Gerber Rd. and Vineyard Rd.	County
Grand Island Rd.	County
14th Avenue	Sacramento City
Mather Air Force Base	County
McClellan Air Force Base (3 sites)	County
Pallady Rd.	County
Kilgore Rd. and White Rock Rd.	County
Rancho Seco	County
Rio Cosumnes Correctional Center	County
Ramona Avenue and Power Inn Road	Sacramento City
Garden Highway	Sacramento City
White Rock Rd. and Grant Line Rd. (2 sites)	County

FIGURE 1



Proposed Solid Waste Facilities

The County Unincorporated Area Source Reduction and Recycling Element calls for the development of two major new recycling facilities: a processing facility to recover materials from mixed waste generated by the non-residential sector, and a composting facility to compost yard waste that has been collected separately. The County Unincorporated Area Household Hazardous Waste Element calls for the development of permanent drop-off facilities for household hazardous wastes at the county landfill site and at the North Area and South Area transfer stations. The recycling and composting facilities will enable the county to meet the recovery mandates of Assembly Bill 939 (25 percent diversion from landfill by 1995 and 50 percent diversion by the year 2000).

In response to the diversion mandates of AB939, the City of Folsom plans to develop a mixed waste processing and composting facility at the Folsom Prison in cooperation with the Prison Industry Authority. The City of Galt plans to develop a processing facility and transfer station at its waste water treatment plant.

With respect to the landfill development, the only additional facilities proposed in the county include an expansion of the county landfill site and a replacement facility for the city landfill. The county landfill expansion plans have been revised to minimize impacts on vernal pools discovered at the county landfill site and ample capacity is expected through the general plan horizon. The City of Sacramento has studied many alternative disposal plans with long-hauling city waste to the county landfill or to the Yolo County Central Landfill emerging as the most likely alternatives.

Assessment of Need For Additional Facilities

The county landfill operating permit is valid through the year 2005, but a re-permitting process now underway will extend the operating landfill life to the year 2040, beyond the General Plan horizon. Aggressive waste reduction and recycling efforts could extend the county landfill's life expectancy well beyond 2040.

The anticipated closure of the city landfill in 1993 - 1994 requires the city to seek other waste disposal options. Direct long-haul to the county landfill is one of the alternatives under consideration.

The county landfill will meet anticipated demand through the year 2010 with likely re-permitting approval to its 2040 design capacity.

SOLID WASTE FACILITY PLANNING

Service Level Standards and Policies

A primary focus of the General Plan, and particularly the public facilities element, is to ascertain the long-term needs of the community. The public

facilities element must quantify needed capital facilities in terms related to land development. For utility-type services, such as solid waste, a per capita level of service is identified to calculate the physical quantity of landfill space required. Solid waste service level standards can fluctuate by the amount generated and the amount subsequently removed from the waste stream through such efforts as recycling. Solid waste collection is provided by public and private collectors to customers on demand. Primary service goals are to transport, and dispose of all domestic, industrial, and commercial waste generated. Agricultural wastes are generally returned to the land on-site using current agricultural technologies, and thus are excluded from the waste stream. Solid waste entering the waste stream is generated at a rate of about six pounds per capita daily. Therefore, maintaining the current service level will require a minimum of over one ton of landfill capacity per resident each year, excluding increases in resource recovery and source reduction efforts.

Solid Waste Facility Planning and Capital Improvement Program

Solid waste facility planning in Sacramento County consists of two parts, long-range, and short-range. Long-range planning is primarily guided by a waste management plan. Short-range planning is guided by a capital improvement program. Both the waste management plan and the capital improvement program must be consistent with the General Plan. The county's solid waste management division of the Department of Public Works is responsible for the management plan and the capital improvement program.

Solid Waste Management and Resource Recovery Act of 1972

The County Solid Waste Management Plan is a result of the Solid Waste Management and Resource Recovery Act of 1972. The County Solid Waste Management Plan establishes policies, goals, objectives and recommends action, while identifying proposed facilities and programs. The plan also identifies and evaluates short, intermediate, and long-term planning goals for solid waste collection, generation, storage, transfers and landfills while taking into account resource recovery, available alternative technologies, environmental impacts, administration, financing, engineering, regulation, and operations.

The state Solid Waste Management Board first approved Sacramento's Solid Waste Management Plan in 1977. The county plan is reviewed by the State Board based on a review report prepared by the county at least every three years and revised if necessary to be consistent with state guidelines. In 1983, a revision to the 1977 Solid Waste Management Plan was prepared. In the 1983 revision the county made four changes to the 1977 plan: 1) deleting the recommended Joint Powers Authority to administer and operate all transfer, disposal, and resource recovery programs; 2) expanding the discussion regarding replacement of the Sacramento City landfill to include a number of potential options; 3) updating basic planning information and data, and 4) adding a Hazardous Waste Element to the plan.

In a 1988 review report the county recommended a second revision of the 1977 plan, identifying three general areas that needed to be updated:

1. A review of the 1983 plan revisions addressing the eight topics specified in state code;
2. A sectional review of the 1983 revision describing the areas requiring revision, change, addition or data update; and
3. A discussion of major issues currently in progress which may effect the accuracy of the County Solid Waste Management Plan Revision, if applicable.

California Integrated Waste Management Act of 1989

AB 939, the California Integrated Waste Management Act of 1989, enacts a comprehensive reorganization of the state's solid waste management planning process, changing the focus from solid waste management to integrated waste management. Most significant of the changes are the creation of a full-time waste management board, replacing the current part-time board, and a new integrated waste management planning process. The new integrated planning process requires each city, and the county for the unincorporated area, to prepare and implement a Source Reduction and Recycling Element which identifies how the new mandated recycling goals of 25 percent by 1995 and 50 percent by 2000 will be met. These Source Reduction and Recycling Elements become part of the new County Integrated Waste Management Plan (COIWMP) which replaces the existing County Solid Waste Management Plan (COSWMP).

The COIWMP also includes a Countywide Siting Element to guide the siting of solid waste facilities. One failing of the new law eliminates the requirement for a "determination of conformance" with the solid waste plan by the state board. Since this is no longer required under the new law, the linkage between the plan and the facility siting process is weakened.

The Department of Public Works and Sacramento County officials have responded to this new legislation by using the existing Solid Waste Advisory Committee and the City/County Recycling Advisory Committees to form the state-mandated Local Task Force for integrated waste management planning. The County Board of Supervisors approved the Unincorporated Area Source Reduction and Recycling Element and Household Hazardous Waste Elements in November of 1991. The Solid Waste Management Division of public works is currently preparing the Countywide Facilities Siting Element and Countywide Integrated Waste Management Plan which are due for submittal to the California Integrated Waste Management Board by January 1, 1994.

Capital Improvement Program

Short-range solid waste facility planning is primarily guided by a capital improvement program prepared and maintained by the county department of public works solid waste management division. The capital improvement program

identifies major capital projects, project costs, yearly costs, and proposed methods of funding.

SOLID WASTE SERVICE DELIVERY AND FINANCING

Service Delivery

The general service delivery policy is to provide service to all residential, commercial, and industrial waste generators in the county, each having different composition and handling requirements. Unincorporated area residential collection is fully automated. Commercial and industrial collection is fully automated, and residential collection is 90 percent automated in the city of Sacramento. The city expects to be fully automated by 1990. The city and county residential automated systems presently use 90-gallon containers.

Urban area residential collection north of Calvine Road is provided by the county with commercial collection provided by permitted private collectors. The cities of Sacramento and Folsom use public agencies for solid waste collection. The unincorporated area south of Calvine Road, including Galt and Isleton, use contracted private collectors for residential and commercial collection.

Solid Waste Facility Financing

Sacramento County solid waste activities are budgeted as a public service enterprise. These activities for the most part are financed through operating revenues. The Refuse Enterprise was shown for the first time in the 1968-69 budget. The county entered the refuse business on April 8, 1968 due to the failure of a private collector to continue providing service.

Collection recycling, composting, transfer and disposal activities are funded primarily through customer service fees, facility tipping fees and permit fees charged to private collectors for the privilege to collect in a given service area.

TABLE 5

Solid Waste Disposal Gate Fees Sacramento County

	<u>Landfill</u>	<u>Transfer Station</u>
Normal Refuse	\$10.50/ton	\$25.00/ton
Hard-to-Handle	\$20.00/ton	\$30.00/ton
Passenger Car (per load)	\$2.50	\$2.50
Pickup Truck (per load)	\$9.00	\$9.00

Fees are adjusted for any new recycling efforts, landfill regulatory requirements, or other programs to cover the additional costs. Therefore, any new facilities and programs are financed on the pay-as-you-go method and no long-term financing is proposed for solid waste facilities.

RESOURCE RECOVERY AND RECYCLING

The primary focus of solid waste collection and disposal efforts over the next twenty years will be diverting as much as possible from sanitary landfills. The United States, and California are on the brink of a solid waste crisis. Within ten years most urban-area landfills in California will be at or near capacity. In addition, less landfills are being built. They are more expensive to build to meet today's environmentally safe standards and difficult to locate because nobody wants to live near them.

The world of solid waste has gone through several changes over the past twenty years, bringing us to where we are today, and many changes will take place in the way we handle and dispose of our garbage over the next twenty years if Californians are to overcome the pending solid waste crisis. The two most immediate and important tasks at hand are first, separating the several component parts of the waste stream before the residual material is landfilled. Second, once separated, there must be an available market to reuse and recycle the separated material.

Trends In Solid Waste

Solid waste quantities have increased substantially over the years. An estimated 2.75 pounds per capita daily were collected in urban areas in 1920. By 1970, this figure had risen to 5.1 pounds/capita/day and is now at 7.5

pounds/capita/day in California. Sacramento county generates approximately 6 pounds of garbage per capita daily.

Several factors have contributed to the tremendous rise in generation rates. Economic prosperity and the rise in the average standard of living have made us a society of consumers and discarders. Frozen and packaged foods, the microwave oven and the garbage disposal have all figured in the equation. Organic and putrescible contents of garbage have decreased while paper, plastic, glass and cans have increased considerably. The most significant overall result of these trends has been an increase in the volume collected without a corresponding increase in the weight of the refuse. These phenomenon occurring in a state with dynamic population increases will have profound effects.

Materials Separation

The basis of any recycling effort is materials separation. No recycling program can be successful without first diverting the recyclable items. The primary issue here is how to accomplish this task. The most prevalent methods are curbside separation before collection and separation at the disposal facility

after collection. Curbside collection is limited to a few easily handled items and depends on voluntary participation. Centralized separation is more effective and thorough but is capital and labor intensive. Consequently, most recycling efforts emphasize curbside collection and receive mixed results. An aggressive approach to recycling will include various combinations of market development, source separation, remote collection centers and centralized separation and handling at disposal facilities.

City of Sacramento Recycling Efforts

The City of Sacramento is proposing a recycling plan for the city. This plan is known as the 1990 Solid Waste Management Plan. The plan will provide the basis for comprehensive management of Sacramento city waste according to a priority to reduce, reuse, and recycle rather than dispose municipal solid waste to maintain the quality of the environment for residents by preserving resources, conserving energy and reducing waste. A Solid Waste Management Commission would be responsible for monitoring the recommendations in the city draft plan.

Sacramento County Recycling Study

The County has recently retained a consultant to perform a waste composition study and to analyze countywide recycling program options (R.W. Beck and Associates, October 1989). The consultant's final report provides a detailed economic analysis of recycling options. The consultant's economic analysis includes market considerations of recycled materials as market considerations will guide short-term development of our recycling programs. The existing market for recycled materials is very poor. However, state legislation recently signed into law (AB 939, Sher, 1989) will provide among other things, a statewide effort to improve the medium and long-term recycled materials market.

The primary focus of the recycling study was to identify programs to achieve the now superseded AB 1462 countywide recycling goal of 20 percent. On January 16, 1990 the Board of Supervisors approved recommendations contained in the consultant's report, including residential curbside collection and development of a commercial intermediate processing facility. Together, these recommendations will achieve an estimated 19.7 percent recycling rate (Table 6). To reach the intermediate AB 939 1995 goal of 25 percent the solid waste division staff recommends they begin to plan development of a composting program to add another 12.4 percent to achieve a total of 32.1 percent recycling. However, because existing markets are unlikely to absorb recycled compost, staff suggests gradual implementation to allow the market to develop. Although the current plans will not achieve the ultimate 50 percent goal mandated by AB 939, the consultant's report and recommendations adopted by the county represent an important first step in meeting state requirements and a logical approach to moving from a goal-oriented system to one which focuses on the recovery of resources. Additional details can be found in the department of public works report in Appendix B.

TABLE 6

Unincorporated Area Only

Recovery Estimate of Recycling Recommendations

Recycling Program I.D.	Recyclable Amount in Tons	County Unincorp. Area only % Recyclable	Cumulative Percent Recyclable
Existing private programs	125,250	14.5%	14.5%
Promotion of private programs	4,000	0.5%	15.0%
County Curbside Collection	19,850	2.3%	17.3%
Pilot Multi-Family Collection	850	0.1%	17.4%
Self-haul Waste Recycling	5,025	0.6%	18.0%
Commercial Intermediate Processing Facility	14,300	1.7%	19.7%
Sub total	169,275	19.7%	19.7%
County Unincorporated Area Composting	106,700	12.4%	32.1%
Totals	275,975	32.1%	32.1%

County Unincorporated Area Estimated Base Tonnage Generated: 860,885

Revised 12-01-89

Market Development

Statewide recycling policy is now mandating waste reduction goals. The environmental necessity of conserving virgin materials and diverting waste from landfills is generally accepted yet, the recycling movement to date has been severely hampered by the lack of recycled material markets and low societal interest. Society's attitude is firmly entrenched in systems that encourage and are designed to process virgin materials. Governments have taken a lead, mandating waste reduction and recycling programs, but have not included a marketing structure to bring recycled materials back into the system.

Only recently has the California Legislature realized the importance of market stimulation in recycling efforts. The Recycling Opportunities Act introduced this past year would require state agencies to buy recycled paper products, provide sales tax exemptions to consumers buying recycled products and give tax credits to publishers and manufacturers who purchase recycled products. The Act is a beginning but much more needs to be done.

The primary component of the waste stream that can be recycled is associated with packaging. Manufacturers must rethink the current packaging strategies and assume some responsibility for their product's impact on the total solid waste management system. New methods are required to handle fast-food processing. Product packaging must be simplified, eliminating multi-material packaging and excessive packaging.

Over fifty percent of wastes generated (by weight) are comprised of recyclable metal, glass, paper and plastic. Another ten percent or so is compostable wood and yard waste. Finding a way to bring these materials full-cycle, either to markets, or back to the manufacturer or other users rather than the landfill, will extend the life of landfills. This must be the new focus of the recycling/waste reduction effort if we hope to avert our pending solid waste crisis.

In March of 1992 Sacramento County, the City of Sacramento, and the Sacramento Housing and Redevelopment Agency submitted an application to the California Integrated Waste Management Board to create a Market Development Zone in the industrial areas of the Florin-Perkins Enterprise Zone. This effort will seek to attract new industries to the zone that will utilize recovered materials as feedstock for manufacturing of new products with recycled content. This effort is designed to enhance the diversity and the stability of the market for recovered materials so that materials sales revenues can continue to contribute towards offsetting recovery program costs.

GENERAL PLAN ROLE AND RELATIONSHIP TO SOLID WASTE MANAGEMENT PLANNING

The California Integrated Waste Management Act of 1989 (AB 939) requires each city and county to prepare a source reduction and recycling element. These elements will identify a program to assure that 25 percent of the city or county

waste is diverted from landfills through source reduction, recycling or composting by 1995 and 50 percent is diverted by the year 2000. AB 939 also requires the preparation of a countywide siting element that will describe areas to be used for development of adequate transformation or disposal capacity consistent with development and implementation of the county and cities source reduction and recycling elements. Together the countywide siting element and the county and cities source reduction and recycling elements comprise the integrated waste management plan required by AB 939.

One of the first tasks mandated by AB 939 is to convene a task force to assist in the coordination and development of the source reduction and recycling elements and preparation of the countywide siting element. In January 1990 the county Board of Supervisors convened the task force under the authority of the county Solid Waste Advisory Committee (SWAC) and approved the county and cities Recycling Advisory Committees to serve as subcommittees to the SWAC task force. Additional requisite tasks for development of the source reduction and recycling elements is a waste characterization study and identification of viable and adequate recycling and source reduction programs. Although these tasks were completed by a consultant in 1989 to complete a revision of the county Solid Waste Management Plan required under the Solid Waste Management and Resource Recovery Act of 1972 (AB 1462), their findings will transfer very well to meet requirements of AB 939. In January 1990 the Board of Supervisors adopted recycling program recommendations based on the consultant's 1989 waste characterization and recycling options study.

The general plan update will develop policies and programs to integrate the land use and solid waste planning processes. General plan policies should be developed that will support and enforce the requirements of AB 939 and solid waste management planning in Sacramento County. The land use planning process should also play a role in decision-making process of the AB 939 task force and the preparation of the countywide siting element.

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SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT

SECTION IX

C. PUBLIC SCHOOL FACILITIES
BACKGROUND REPORT

INTRODUCTION

California is one of the lowest per-pupil expenditure states in the nation. State funding for local schools is horribly inadequate and state laws stifle opportunities to raise local funds to meet school facility needs. There are several laws in the state legislature intended to avert some of the crisis, but will it be enough, soon enough? The school-age population in Sacramento County will peak and level off in the next ten years. We will need to begin building the facilities to meet those needs within the next three to five years. And state funding typically takes about five years from application to construction. Our children of the next century may indeed have schools without walls.

This working paper is designed to develop the public schools component of the General Plan Public Facilities Element. As a working paper it should describe, analyze and evaluate all the intricate parts of providing public school facilities in Sacramento County. A working paper must also ferret out the pertinent issues---evoke comment and discussion. Discovering the issues and problems before we confront them is essential to the future of the public school system in Sacramento County and the General Plan update process.

The first section is a list of goals and objectives used to develop policy recommendations and implementation programs. The final section is a summary of issues discovered during analysis and evaluation.

INVENTORY OF PUBLIC SCHOOL FACILITIES

Existing Public Schools Facilities

Primary and secondary educational needs of Sacramento County are served by eighteen elementary, high and unified school districts (Figure 2). The school districts consist of approximately 310 schools, including continuation and special education schools, with a total 1987-1988 enrollment of over 162,000 students. Table 7 identifies the number of elementary, middle and high schools in each district.

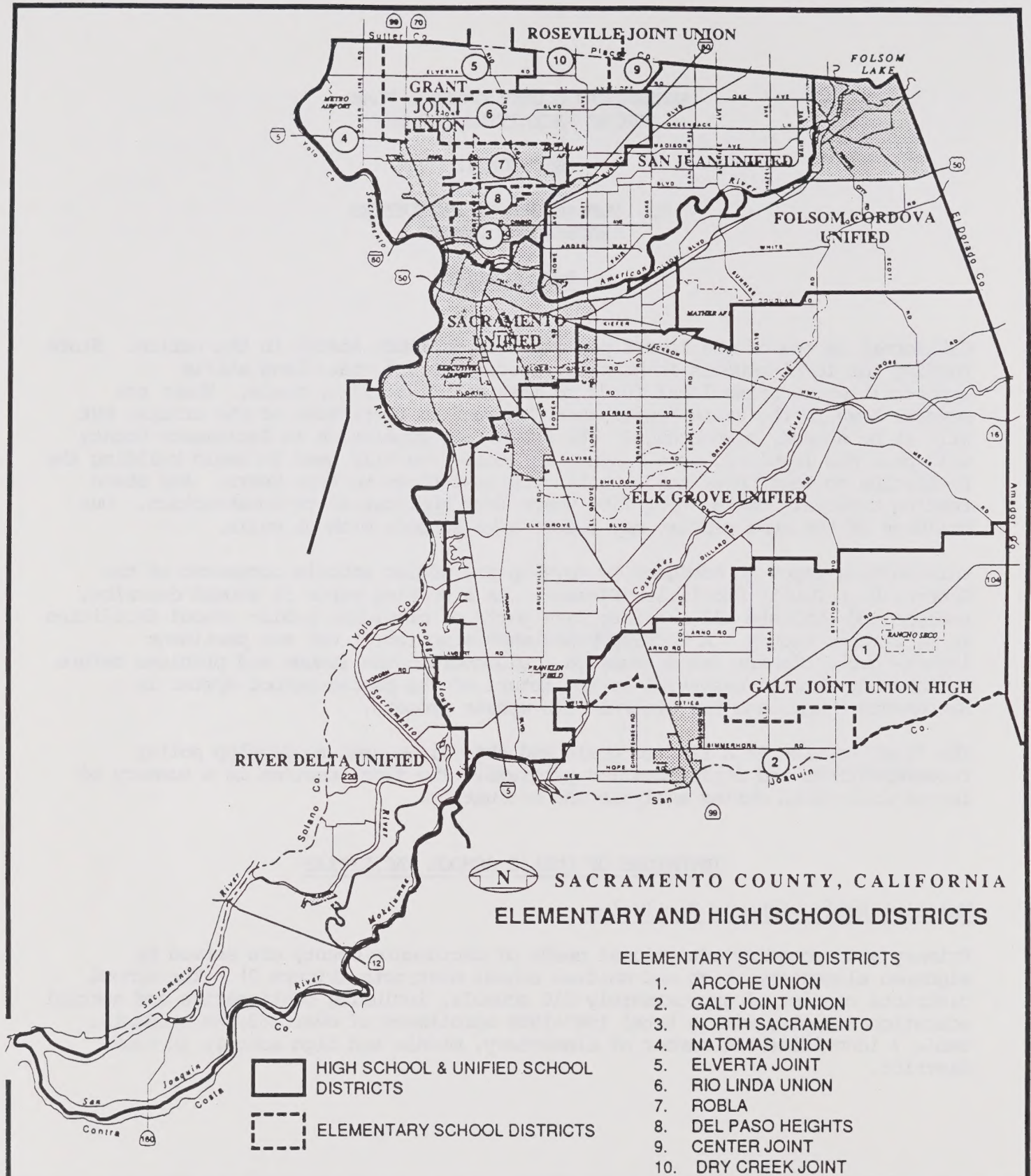


Figure 2
Public School Districts

Prepared by the Sacramento County Planning and Community Development Department



TABLE 7

Existing Public Schools In
Sacramento County

<u>District</u>	<u>Elementary</u>	<u>Middle</u>	<u>High</u>	<u>1987-88 Enrollment</u>
Arcohe	1			364
Center	3	1	1	3,062
Del Paso	4			1,433
Dry Creek *	1	1		430
Elk Grove	18	2	2	18,888
Elverta	2			401
Folsom-Cordova	15	3	3	11,112
Galt (Elem.)	2	1		1,573
Galt (High)			2	1,176
Grant		5	6	10,293
Natomas	2	1		1,715
North Sacramento	10			4,722
Rio Linda	19			8,648
River Delta	6		2	1,969
Robla	4			1,443
Roseville			4	3,572
Sacramento	55	12	8	46,254
San Juan	52	8	9	45,769
TOTAL (265)	194	34	37	162,824

*Dry Creek school district is one school combining K-8.

Sacramento County school districts vary greatly in size. The two largest districts are Sacramento City Unified and San Juan Unified, each with more than 80 schools and 46,000 students. The smallest is Arcohe Elementary with one school and 375 students.

Proposed Public Schools Facilities

Schools planned for construction, as identified by each school district's staff, are enumerated in Table 8. Where planned facilities were identified in a master facilities plan, the planning year (the planning horizon of the master plan) is also indicated. Most planned facilities will be in place at or about the year 2000. In addition, the Elk Grove Unified School District submitted a list of planned school sites (see Table 8A) delineating approximate locations for their future school facilities. It is anticipated that additional lists will be submitted by other school districts for future school facilities in the unincorporated area. These lists will be added to Table 8A when received to assist in the planning process.

TABLE 8

Proposed Public Schools
Sacramento County

<u>District</u>	<u>Elementary</u>	<u>Middle</u>	<u>High</u>	<u>Planning Year</u>
Arcohe *	0	0	0	
Center	5	2	2	2001
Del Paso *	0	0	0	
Dry Creek	3	1	0	2003
Elk Grove	19	5	5	2000
Elverta *	0	0	0	
Folsom-Cordova	13	1	0	1992
Galt (Elem.) *	0	0	0	
Galt (High)	0	0	2	2000
Grant	0	0	1	1992
Natomas	2	0	0	1991
North Sacramento	1	0	0	
Rio Linda	1	0	0	1990
River Delta *	0	0	0	
Robla	8	0	0	
Roseville	0	0	3	
Sacramento *	0	0	0	
San Juan	1	0	0	1996
TOTAL	53	9	13	75

*Districts without a Facilities Plan or Plan not available; proposed facilities are unknown.

Assessment of Need for Additional Facilities

The level of school facility planning and lack of coordination with school districts makes an assessment of school facility needs an arduous task. Three-year-old, pre-1990 census population projections provide little more than order of magnitude comparisons. Department of Finance 1986 projections for 1990 are surpassed by 1989 estimates. Because of the lack of refined statistics, we suggest that the reader use the assessments made here only as indications of order of magnitude. Sacramento County's school-age population, five to seventeen years old, has grown by 18 percent since 1980, from 154,400 to a projected 1990 population of 182,200 potential public school students (Figure 3). This is a substantial increase of 27,800 students; yet it is surpassed by projections for the following decade. The school-age population for the years 1990 to 2000 is projected to grow by another 38,200 to a total of 220,400 students by the turn of the century. The 21 percent increase of this decade will represent the pinnacle of school-age population growth through the general plan horizon. The final ten years of this general plan period, 2000-2010, should experience a modest increase in school-age population of one-half of one percent or approximately 100 students.

TABLE 8A
Approximate Location of
Future School Facilities

A. Elk Grove Unified School District

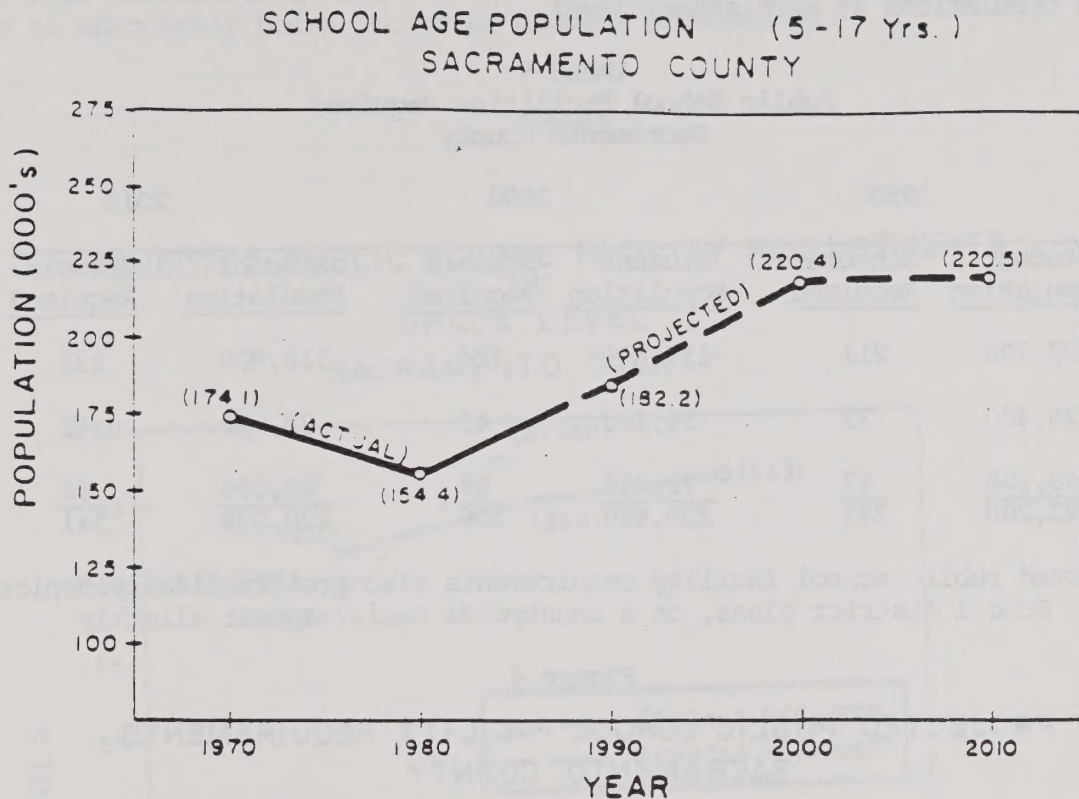
<u>Elementary Schools (K-6)</u> (Approx. 10 Net Acres)	<u>Community</u>	<u>Location (Approximate)</u>
1) Joseph Sims	Laguna West	W. of Lakepoint Dr./N. of Babson
2) Maeola Beitzel	Meadowbrook	W. of Caymus Dr. @ Montevina Dr.
3) Raymond Case	Sheldon North	W. of S.P.R.R./N. of Sheldon Rd.
4) Edna Batey	Perry Ranch	W. of Waterman RD./S. of Calvin
5) Stone Lake	Lakeside	W. of U.P.R.R./S. of Elliot Ranch Rd.
6) Elitha Donner	Laguna	9461 Soaring Oaks Dr.
7) Unnamed	Rancho Murieta	E. of Soaring Oaks/S. of Trenholm Dr.
8) Unnamed	Laguna Vista	E. of Stone House Rd./S. of Escuela
9) Unnamed	New Growth Area	E. of Frye Creek Dr./S. of Sacramento
10) Unnamed	Calvine/Hwy 99	City Limits
11) Unnamed	Laguna	W. of Bradshaw Rd./N. of Sheldon Rd.
12) Unnamed	Sunrise Douglas	E. of Hwy 99/S. of Calvin Rd.
13) Unnamed	Clay Station 1200	E. of Foulks Ranch Rd./S. of
14) Unnamed	Silver Springs	Kilconnel Dr.
5 to 7 Unnamed Schools	South Laguna	E. of Sunrise Blvd./N. of Douglas Rd.
		E. of Tavernor Rd./S. of Clay
		Station Rd.
		E. of Vineyard Rd./S. of Gerber Rd.
		W. of Hwy 99/S. of Elk Grove Blvd.
<u>Middle Schools (7-8)</u> (Approx. 22 Net Acres)	<u>Community</u>	<u>Location (Approximate)</u>
1) Harriet G. Eddy	Laguna	9329 Soaring Oaks Dr.
2) T.R. Smederg	New Growth Area	E. of Bruceville Rd./N. of Soaring Oaks
3) Unnamed	South Laguna	Near Bradshaw & Calvin Intersection
		W. of Hwy 99/S. of Elk Grove Blvd.
<u>High Schools (9-12)</u> (Approx. 40 Net Acres)	<u>Community</u>	<u>Location (Approximate)</u>
1) Laguna Creek	Laguna	9050 Vicino Dr.
2) Unnamed (w/ 10 Ac. Stadium)	New Growth Area	W. of Vicino Dr./S. of Big Horn Bl.
3) Unnamed	South Laguna	Near Bradshaw & Calvin Intersection
		W. of Hwy 99/S. of Elk Grove Bl.

TABLE 8A (Continued)

<u>Continuation H.S.'s</u> (Approx. 5-8 Net Acres)	<u>Community</u>	<u>Location (Approximate)</u>
1) Laguna Creek	Laguna	SW. of Big Horn Bl./N. of Laguna Bl.
2) Unnamed	Fallbrook	E. of S.P.R.R. near Bond Rd.
3) Unnamed	South Laguna	W. of Hwy 99/S. of Elk Grove Bl.

<u>Support Facilities</u>	<u>Community</u>	<u>Location (Approximate)</u>
1) New District Office	Elk Grove	W. of Elk Grove-Florin Rd./ N. of Elk Grove Blvd.
2) Student Support Center	Florin	W. of S.P.R.R./N. of Gerber Rd.

Figure 3



The state demographic research unit in the Department of Finance explains this modest increase in school-age population as the second echo of the "baby bust" period. Their projection is made by applying the fertility rate to a relatively smaller pool of women of childbearing age during the decade 1990-2000, causing the number of births to drop off during the next decade (2000-2010). A large immigration of high fertility ethnic groups could substantially alter the projections.

Because we are confined to countywide population projections, allocating increases to individual school districts is difficult. However, we can surmise generally that most of the growth will occur in the Elk Grove and Roseville School Districts. Grant Joint Union School District and related elementary districts will also experience substantial increases in student population as the city's North Natomas community plan area develops.

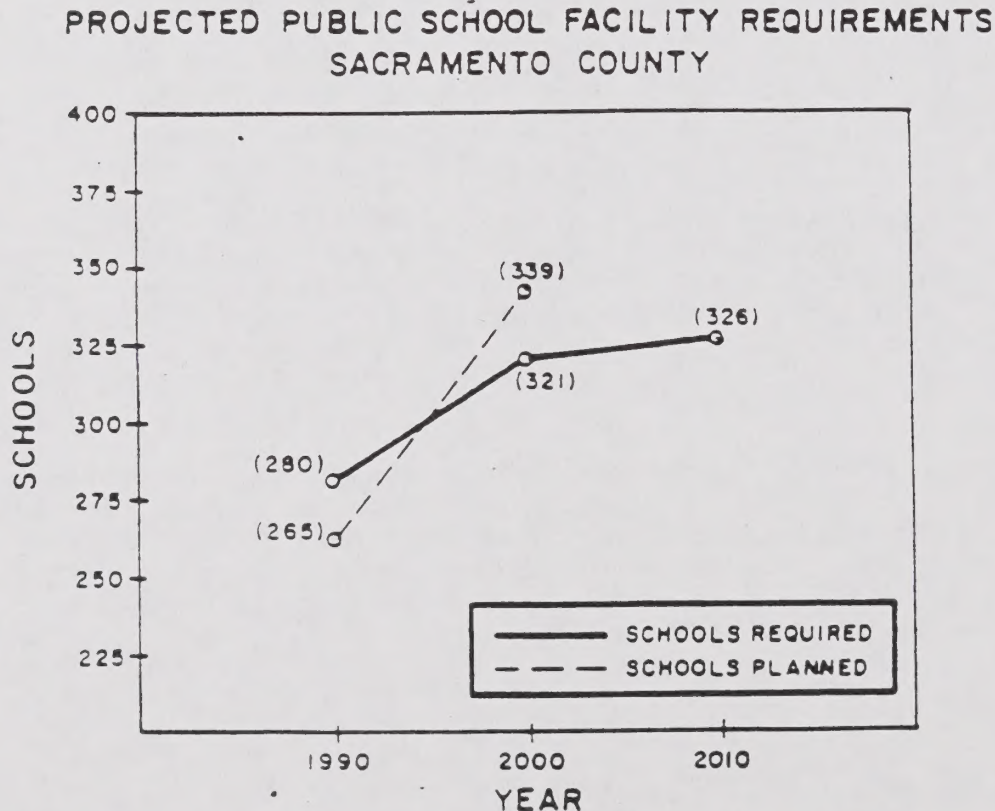
We have determined the number of schools required to house the projected student population by applying the existing design capacity average (average student load) of all schools in the County. This method does not factor use of portables, only fixed structure capacity. Design capacity averages for Sacramento County schools are: 511 students for K-6 schools, 805 students for 7-8 schools, and 1024 students for 9-12 schools. Table 9 applies the design capacity averages to projected populations at each school level.

TABLE 9
Public School Facilities Required
Sacramento County

	1990		2000		2010	
	<u>Student Population</u>	<u>Schools Required</u>	<u>Student Population</u>	<u>Schools Required</u>	<u>Student Population</u>	<u>Schools Required</u>
K-6	107,700	211	114,500	224	118,900	233
7-8	26,400	33	34,900	43	33,600	42
9-12	48,100	47	71,000	69	68,000	66
TOTAL	182,200	291	220,400	336	220,500	341

The projected public school facility requirements also are graphically depicted in Figure 4. School district plans, on a countywide basis, appear slightly

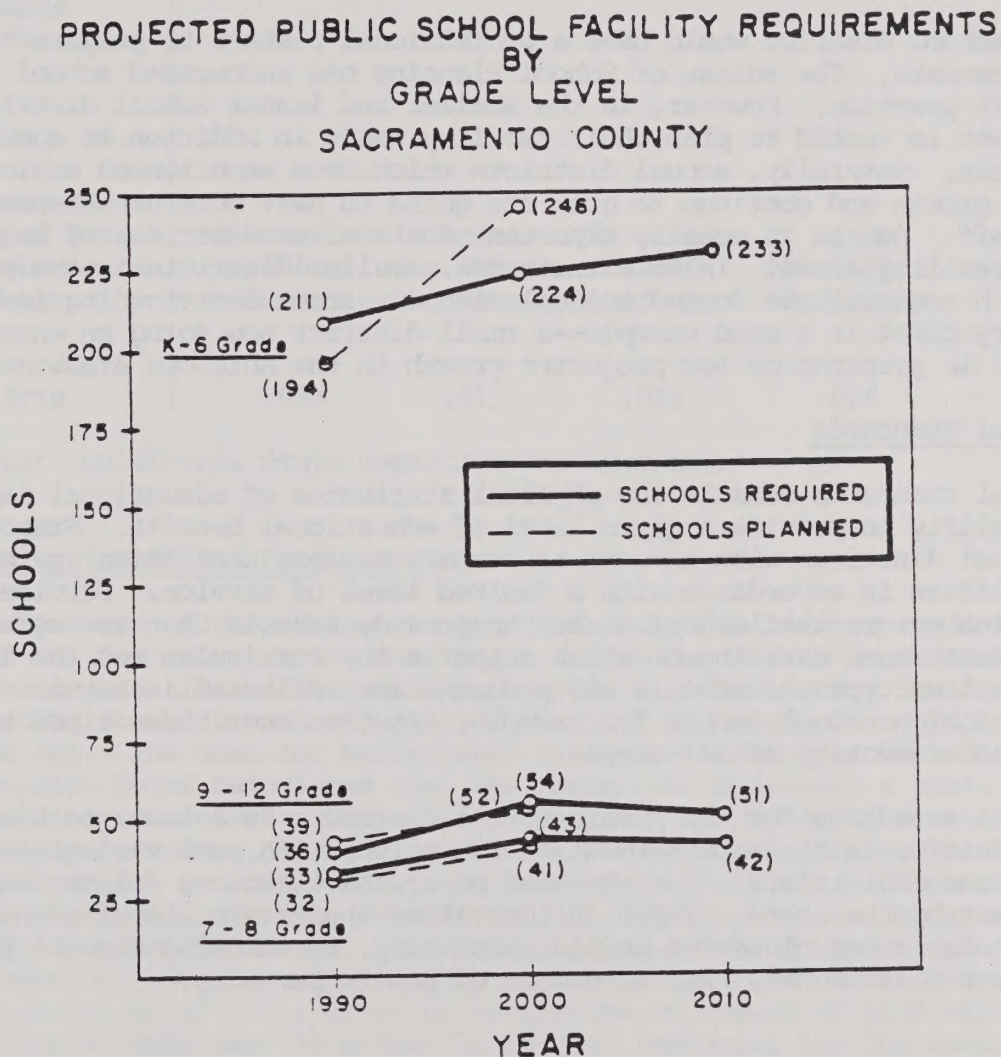
Figure 4



overplanned for needed facilities. However, the minor difference in this comparison may be that many K-6 schools, particularly in rural areas, do not meet nor will not approach the average capacity of 511 students.

Examination of planned and required facilities by grade level (Figure 5) reveals a much larger difference at the K-6 level, while 9-12 and 7-8 planned facilities appear to adequately house projected student populations.

Figure 5



PUBLIC SCHOOLS FACILITY PLANNING

District Variations

The 18 school districts in Sacramento County vary widely. The most obvious are in attendance area, school size, number of schools, and student population. For example, the Arcohe District consists of only one school and 364 students whereas Elk Grove Unified consists of 28 schools and over 19,000 students. Accordingly, they also vary widely in the scope and quality of their facilities planning effort. Smaller districts lack the resources to hire professional staff to perform necessary facilities planning, while others, more stable in population, have felt less need for long-range facilities planning.

Ideally, a school district would have a professional planner to prepare the planning documents. The Bureau of School Planning has encouraged school districts to adopt this practice. However, in the smaller and leaner school districts, the superintendent is forced to plan their facility needs in addition to a multitude of other tasks. Naturally, school districts which have experienced explosive residential growth and continue to grow are going to have more experienced planning staff. But it is equally important for smaller districts to begin to plan their facility needs. In some instances, smaller districts in the path of future growth soon will be forced to deal with classroom overcrowding in their schools. Dry Creek is a good example--a small district now doing an excellent planning job in preparation for projected growth in the Antelope area.

Service Level Standards

Service level standards measure the physical attributes of educational facilities and their ability to provide a given level of educational benefit. Standards provide school districts with a means to compare present facilities and plan future facilities in accordance with a desired level of service. Service level standards also ensure that school districts provide schools that are safe and afford an educational environment which supports the curriculum and the learning process. Various types of schools and programs are reflected in service level standards. A high school campus for example, requires over three times the acreage of an elementary school campus.

Service level standards for the public school districts in Sacramento County are set by the California State Department of Education, with some variation among individual school districts. For the most part, the districts follow the guidelines set by the state. Table 10 identifies the service level standards for number of students per classroom and/or laboratory, recommended size of parcel for a given number of students, and the number of pupils per acre.

TABLE 10

STATE SERVICE LEVEL GUIDELINES

	Grade Level			
	K-3	4-6	7 & 8	9-12
Maximum Number of Students Per Classroom	29	33	33	28
Lab (960 sq. ft.)			26	24
Recommended Size of Parcel and Number of Students	10 acres for 650 students	10 acres for 650 students	20 acres for 900 students	40 acres for 1650 students
Students Per Acre	.015	.015	.022	.024

Source: California State Department of Education

Planning for School Facilities

In many areas of the state, construction and rehabilitation and/or modernization funds for new and existing facilities are inadequate to meet identified needs. There is an estimated \$5.5 billion shortfall statewide for new facilities according to the Schools Facilities Planning Division, State Department of Education. The need for maintenance or rehabilitation is less obvious. The State Allocation Board calculated that the demand for maintenance funds of more than \$2 billion as of 1990. The school districts must accommodate their expanding student populations, as well as provide for the necessary reconstruction, rehabilitation and modernization of existing facilities. Rehabilitation and/or modernization of existing schools entail significant costs on school districts, mainly in urbanized areas. San Juan Unified School District for example, engaged the services of an architectural consulting firm that identified the need for rehabilitation of their existing facilities in excess of \$155 million. The majority of this need is primarily in just replacing leaking roofs. Therefore, it is imperative that districts initiate a system of facilities master planning which anticipates major growth or changing needs as far in advance as possible. Implementing a system whereby school districts can prepare a comprehensive plan will help alleviate some of the problems of providing adequate public school facilities on a timely basis.

The State Legislature (Government Code Section 65970) and its school districts, have made a commitment that facilities will be in place when needed. Legislation reflecting this commitment (Education Code Section 17717.5), requires districts to prepare, publish and submit a five year plan, or a district master plan, which provides substantive information regarding district needs. This information serves as a foundation for assuring student needs and space requirements are matched in a timely manner.

Two documents that are very effective in assisting school districts in accomplishing their objectives are the Facility Master Plan and the Economic Master Plan. A Facilities Master Plan is a compilation of information, policies, and statistical data about a school district. The Facilities Master Plan provides a continuous basis for planning educational facilities that will meet the changing needs of a community and suggest alternatives in allocating facility resources to meet those needs. School districts are then better prepared to plan for the problems of overcrowding, provide the necessary data to apply for state school building aid, and provide the school district with a basis for evaluating alternative methods of meeting capital facility needs.

The objective of facilities planning is to encourage school districts to look beyond the state building program, and to explore a growing range of alternative solutions of providing facilities in the most economical and practical manner, prior to applying to the State Allocation Board for funds to acquire or construct new facilities or to modernize existing structures.

Various alternatives do exist. They may require changes in facility usage, in programs or curriculum, or adopting innovative methods to locally finance new facilities. There are two general categories of alternatives. The first, finding space in existing structures, may require program or facility usage changes. The second, utilization of financing alternatives, requires the district to address problems locally, prior to applying for state construction funds.

Equally as important as a facilities master plan is the requirement of each California school district to prepare an economic master plan. The most difficult and most common problem facing each public school district is obtaining funds for new school facilities. Many districts are currently forced to operate in overcrowded classrooms beyond state recommendations because facilities or improvements are not funded when needed.

The Economic Master Plan identifies and evaluates opportunities and alternatives for school districts to fund the facility needs forecast by the facilities master plan. The purpose of the economic master plan is to: Identify capital facilities in the existing facilities master plan, present an economic analysis for the acquisition and construction of the sites and facilities required to meet the forecasted need in a timely manner, review the probability of achieving state support as depicted in the economic analysis, and identify and evaluate alternative building and funding sources. Alternative funding sources include developer fees (which are set by state statutes), general obligation bonds, private bonding measures, certificates of participation, revenue anticipation bonds, community facility districts (Mello Roos), lease-purchase agreements, public/private joint ventures, and capital improvement plans.

PUBLIC SCHOOLS SERVICE DELIVERY AND FINANCING

Service Delivery

To assess service delivery, we have calculated percentages for students per classroom and size of parcel for school sites, yielding levels of impaction (overcrowding) for each school and school district. Further analysis will include (1) percentage of capacity (capacity of school to current enrollment), (2) capacity of portables (capacity of school and portables) to current enrollment, (3) state recommended capacity, and (4) state standards for size of parcel. These four measures are very useful in assessing the current level of operation, or level of service actually achieved, based on state standards. It is clear in evaluating the percentage of capacity in Sacramento County public schools that most of the school districts are operating far beyond permanent facility capacity. Though impaction is common, the remedies are quite different. In analyzing the four measures countywide we can determine what is needed to improve the level of service.

Providing the classrooms needed to house future students in Sacramento County will require a combination of actions. These actions fall into three general categories: 1) modernization and expansion of existing schools; 2) portable classrooms; and 3) construction of new schools. The first option is to modernize and expand facilities on existing school sites. Modernization will prolong the useful life of substandard facilities. Expansion of existing campuses, where feasible is the fastest and most cost effective method of providing needed additional classrooms.

The opportunity to expand existing campuses is limited by the physical size of the school sites and by the capacities of existing permanent facilities. The state recommends a minimum of 10 acres for every 650 students in elementary schools, 20 acres for every 900 students in middle schools, and 40 acres for every 1650 students in high schools. Detailed engineering and architectural studies are necessary to determine the ability of each school to absorb additional enrollment. A detailed site analysis, in accordance with the state school planning guidelines mentioned above, provide the basis for an evaluation of the expansion opportunities at existing schools.

The second option, portable classrooms, is an interim option for expanding classroom capacity because funding is inadequate to provide new schools. The State Allocation Board administers the Emergency Portable Classroom Program. School districts which require additional space may lease relocatable classrooms at \$2,000 per building; they may be moved to other sites in the district as needed. Districts may also purchase the units with their own funds. A typical portable classroom unit costs \$66,000.

The third option the districts must consider is construction of new schools. Both alternatives require substantial capital funding. In addition, the planning process for a new school requires a tremendous effort from the school district.

Financing Public School Facilities

Economic pressures in the aftermath of Proposition 13 forced virtually all local school districts to cut costs, reallocate expenditures and find new sources of revenue. Prior to passage of Prop. 13, the traditional sources of funding to construct new school facilities was the sale of general obligation bonds. When a school district determined that a new facility was needed, it sought the necessary voter approval to sell general obligation bonds and to increase property taxes to retire them. As a result of Prop. 13, public school districts could no longer increase property taxes to retire general obligation bonds. Schools could raise "special" non-ad valorem property taxes by a two-thirds vote of the local electorate. Non-ad valorem property taxes are based on the size of the parcel or ownership - a straight parcel tax. Some of the taxes are classified according to use: residential, commercial, industrial, agricultural or vacant.

From 1978 through 1986, when Proposition 46 restored the ability of localities to issue general obligation bonds, several alternative methods of financing capital facilities were authorized by the California Legislature. The alternatives supplemented the state school facilities aid under Leroy F. Greene, which provides the most significant potential source of construction financing for permanent and temporary school facilities. The funds are provided through sale of state general obligations bonds and the revenue generated from the state tideland oil and gas royalties. Funds appropriated for school construction are distributed by the State Allocation Board on the basis of demonstrated needs.

Developer Fees

Along with the passage of Proposition 46 in 1986, was enactment of Assembly Bill 2926, which gave school district governing boards authority to levy fees on development in order to fund construction and reconstruction of schools necessitated by such development (impact fees). The legislative package authorized fees for school construction up to \$1.50 per square foot for residential development and \$0.25 per square foot for commercial and industrial development, with annual cost of living adjustments (currently \$1.56 and \$0.26 per square foot). But, there currently is a California Assembly Constitutional Amendment #2 in the assembly reading file which would preempt local school districts ability to impose development fees in exchange for reducing voter approval for local general obligation bonds to a simple majority.

And the proper use of developer fees is extremely complex because they are controlled not only by state statutes, but also by state constitutional provisions and case law. Furthermore, no matter how unpleasant it is for school districts to levy fees, the law leaves school districts with few alternatives. It provides that the amount which can be generated by fees shall be required as a local match for any state grants for school construction, reconstruction, or modernization. A school district's state funding for school construction and rehabilitation will be lowered by the amount the district could have raised through the levy of the maximum developer fee on all new residential, commercial, and industrial construction, whether or not the district imposes the levy.

According to a survey conducted by the Coalition for Adequate School Housing, in the ten months since Assembly Bill 2926 became law, 397 school districts (72.1%) reported having levied developer fees, and 75 (13.6%) reported they planned to do so, while 79 (14.3%) districts said that after considering the issue they decided not to levy fees, due to lack of sufficient growth and/or local opposition. Currently there are twelve impacted school districts in Sacramento County that levy fees: Elk Grove, Elverta, Folsom-Cordova, Galt, Galt High, Natomas, Roseville San Juan, Grant, Robla, Rio Linda, and North Sacramento.

OTHER FINANCING OPTIONS

School districts have available to them several other alternatives to raise revenue for facilities. The amounts which can be raised and the ability to raise them vary according to the option utilized.

Parcel Tax. In addition to developer fees, which require only a simple majority vote of a school district board, a special tax requiring a two-thirds popular vote can be levied. In 1987 the Sacramento Unified School District was successful with its parcel tax election, capturing 70 percent of the vote. A similar attempt by the San Juan School District the following year was overwhelmingly defeated with less than half of the voters in favor of a parcel tax.

Mello-Roos. The Mello-Roos Community Facilities Act was passed by the legislature in 1982 to make use of a portion of Proposition 13 which allows local governments and special districts to levy special taxes. Mello-Roos allows establishment of a Community Facilities District (CFD) by a two-thirds vote of the qualified electors of the district. In developed areas the qualified electors are the registered voters of the area designated a CFD. In CFDs with fewer than 12 registered voters, qualified electors are owners of land within the CFD and entitled to one vote for each acre they own.

There have been three attempts to utilize Mello-Roos financing by Sacramento area school districts. In 1987 voters in the rural Elk Grove Unified School District authorized \$70 million of Mello-Roos financing. That same year voters in the urbanized Sacramento City Unified School District authorized over \$8 million in Mello-Roos financing. An attempt in 1988 to authorize a \$35 million Mello-Roos package in the Roseville Unified High School District failed, capturing only 42 percent of the vote.

Year-Round Schools. One means available to school districts to relieve pressure for new schools is establishment of year-round programs. A school may qualify for incentives if the district is overcrowded and it intends to use a year-round education plan to increase the capacity of its facilities, thereby reducing the need for new facilities or more costly alternatives. The per pupil incentive varies from \$1 to \$125 per pupil, depending on the degree of overcrowding, future growth projections and other criteria specified in state law. The incentive provides an especially beneficial alternative to urban areas where no land for new

school construction is available or is prohibitive in cost. Only San Juan Unified and Elk Grove Unified School Districts utilize year-round programs. Generally the preference has been for the traditional single session school year at a neighborhood school.

SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT

SECTION IX

D. LIBRARY FACILITIES AND SERVICES
BACKGROUND REPORT

ADMINISTRATION

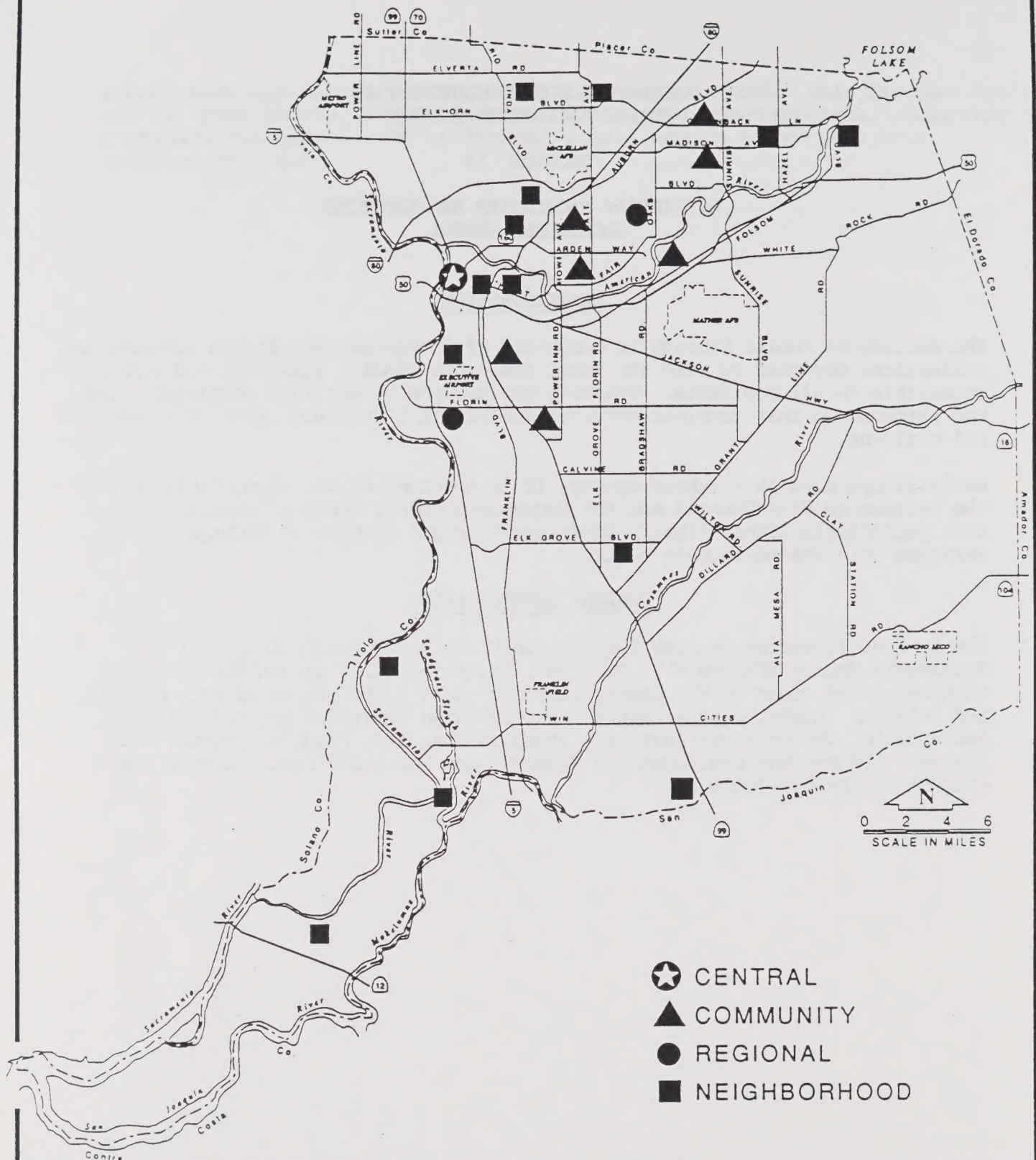
The Sacramento Public Library is comprised of interdependent branch services and collections designed to make its total resources readily available and widely accessible to all residents. Branches are grouped by services, geography, and use patterns so that complete services are within reasonable travel distances of all citizens.

While it operates as a single agency, it is governed by and accountable to both the Sacramento City Council and the Sacramento County Board of Supervisors. Each jurisdiction funds library administration and associated countywide services on a shared formula basis.

CURRENT SERVICE LEVEL

Twenty-four libraries housing 1.5 million books serve the residents of Sacramento County (Figure 6). Thirteen facilities exist within the unincorporated areas of the County plus one each in the cities of Folsom, Galt, and Isleton. Eight exist within the incorporated limits of the City of Sacramento. The community planning areas of Vineyard, Franklin-Laguna, Cosumnes, Rancho Murieta, Southeast County, and North and South Natomas are without a library (Table 11).

FIGURE 6



CURRENT LIBRARY FACILITIES

Prepared by the Sacramento County Planning and Community Development Department

TABLE 11

Inventory of Library Resources

<u>Community Area</u>	<u>1990 Population</u>	<u>Type of Facility</u>	<u>Size of Facility</u> (Square Feet)	<u>Book Stock</u>	<u>Hours of Operation</u>
<u>ARDEN ARCADE</u> Arcade Community 2443 Marconi Ave.	89,358 44,179	Community	12,000	57,000	42
Arden Branch 891 Watt Ave.	45,179	Community	8,006	54,819	38
<u>CARMICHAEL</u> Carmichael Regional 5605 Marconi Avenue	50,642	Regional	14,500	130,000	42
<u>DELTA</u> Courtland Branch 129 Primasing Avenue	5,796 966	Neighborhood	708	5,000	14
Isleton Branch 101 C Street	2,898	Neighborhood	1,500	16,000	20
Walnut Grove Branch 14177 Market Street	1,932	Neighborhood	1,890	10,000	21
<u>ELK GROVE</u> Elk Grove Branch 8962 Elk Grove Blvd.	22,712	Neighborhood	4,200	27,000	33
<u>FAIR OAKS</u> Fair Oaks Comm. 11601 Fair Oaks Blvd.	30,874	Community	12,000	60,000	40
<u>FOLSOM</u> Folsom Branch 638 East Bidwell St.	30,020	Neighborhood	6,000	23,000	34
<u>GALT</u> Galt Branch 380 Civic Drive	11,808	Neighborhood	4,000	17,300	42

TABLE 11 (Continued)

<u>Community Area</u>	<u>1990 Population</u>	<u>Type of Facility</u>	<u>Size of Facility (Sq. Ft.)</u>	<u>Book Stock</u>	<u>Hours of Operation</u>
<u>NORTH CENTRAL*</u> No. Highlands Branch 3601 Plymouth Drive	88,986	Neighborhood	3,822	36,000	33
<u>ORANGEVALE</u> Orangevale Branch 8820 Greenback Ln.	28,331	Neighborhood	4,675	35,000	31
<u>RANCHO CORDOVA</u> Rancho Cordova Community 9845 Folsom Blvd.	95,102	Community	12,000	62,000	38
<u>RIO LINDA/ELVERTA</u> Rio Linda Branch 902 Oak Lane	17,422	Neighborhood	4,000	13,000	29
<u>SOUTH SACRAMENTO</u> Southgate Community 6132 66th Street	114,822	Community	12,000	69,500	40
<u>CITRUS HEIGHTS</u> Sylvan Oaks Community 6700 Auburn Blvd.	98,071	Community	12,000	50,000	35
<u>SACRAMENTO/DOWNTOWN</u> Sacramento Central Library 9th & I Streets	31,005	Central	160,000	500,000	69
<u>NORTH NATOMAS</u>	841	None			

*Includes North Highlands/Antelope and Foothill Farms.

TABLE 11 (Continued)

<u>Community Area</u>	<u>1990 Population</u>	<u>Type of Facility</u>	<u>Size of Facility (Sq. Ft.)</u>	<u>Book Stock</u>	<u>Hours of Operation</u>
<u>SOUTH NATOMAS</u>	31,881	None			
<u>NORTH SACRAMENTO</u>	49,703				
Del Paso Heights Branch					
930 Grand Avenue	24,851	Neighborhood	5,425	22,000	28
North Sacramento/Hagginwood Branch					
2109 Del Paso Blvd.	22,852	Neighborhood	4,000	35,000	42
<u>VINEYARD</u>	4,656	None			
<u>FRANKLIN/LAGUNA</u>	9,493	None			
<u>COSUMNES</u>	6,165	None			
<u>RANCHO MURIETA</u>	2,125	None			
<u>SOUTHEAST</u>	4,063	None			
<u>EAST CITY</u>	120,180				
Colonial Heights Comm.					
4799 Stockton Blvd.	89,175	Community	1,200	50,000	40
Ella K. McClatchy					
2112 22nd Street	10,335	Neighborhood	1,900	18,500	34
McKinley Branch					
601 Alhambra Blvd.	20,670	Neighborhood	4,681	35,000	35
<u>LAND PARK/POCKET AREA</u>	108,606				
Belle Cooleedge Branch					
5681 Freeport Blvd.	57,662	Neighborhood	6,002	48,605	42
Martin Luther King Memorial Regional					
7340 24th Street	50,938	Regional	15,078	109,150	44

FACILITY TYPES

There are five classifications of library facilities: Bookmobile, Neighborhood, Community, Regional, and Central.

Bookmobile: Two bookmobiles, the Traveling Branch and the Wanderer, serve all county residents.

Neighborhood Branches: Fourteen Neighborhood libraries provide smaller communities with easy access to library materials. The collections are limited, but satisfy the general circulation and reference requests of local residents. Whenever patrons' needs cannot be satisfied by a neighborhood branch, the staff forwards them to a larger library or requests materials through interlibrary loan. Neighborhood branch libraries are generally located in leased buildings and are typically staffed by paraprofessionals. As such their development involves expenditure of little, if any capital funds. The most important concern influencing the establishment of neighborhood libraries is operational costs.

Community Libraries: There are seven Community Libraries serving communities or geographical areas of 50,000 people or more. If a patron's question cannot be answered, the question is referred to either a Regional or the Central Library. Hours are longer, collections are larger, and space is more plentiful than Neighborhood Branches. They are staffed by librarians rather than primarily paraprofessional staff.

These facilities, developed in larger communities, are permanent and thus require capital outlay for land acquisition and construction. In 1990, the cost of constructing such a facility was approximately \$3 million, and the initial cost of acquiring 50,000 volumes was approximately \$850,000.

Regional Libraries: A Regional Library is responsible for the coordination and back-up of public services for a large geographic area. It supports the services and collections of Community and Neighborhood branches within several community planning areas. It also functions as a branch library to the immediate surrounding population. There are two in existence, Carmichael Library in the County and Martin Luther King Library in the City. A third regional library is planned for the Elk Grove Community. In 1990 the cost of developing a Regional Library was approximately \$6.5 million. The initial cost of acquiring 75,000 volumes was approximately \$1,500,000.

Central Library: The new Central Library currently under construction on I Street between 8th and 9th Streets will serve the needs of county residents far into the next century. It will serve all neighborhood, community, and regional libraries. The Central Library will have the most extensive and specialized subject collection. In addition, it will be staffed by professional librarians with expertise in various subject areas.

Estimated cost of the library structure is \$20 million. The 160,000 square foot facility will house one million volumes and over 500 reader seats. Additional

services will include a media center, computer databases, meeting facilities, and special collection space.

LIFE EXPECTANCY AND CAPITAL FACILITIES

As stated previously, only neighborhood libraries are impermanent and do not involve capital expenditures. The Sacramento Public Library Master Plan identifies regular capital expenditures for repair and/or maintenance. Costs for community libraries can be divided into annual operating and maintenance expenditures. Costs of a Regional or Central library can be expected to be proportionately higher. The estimated life of all facilities will be 30 years. It is assumed that significant levels of rehabilitation will be necessary as each facility completes 30 years of service to the community.

PROJECTED SERVICE DEMANDS

According to the State Department of Finance, Population Research Unit, the population of Sacramento County will increase to 1.35 million persons by 2010; an increase of almost 400,000.

The demand for new library facilities will increase significantly. Construction of a North Highlands/Antelope Community Library by 1992 - 1993 and an Elk Grove Regional Library by 1995 - 1996 are recommended, though no secured funding source has been identified. Table 12 projects the need for new facilities and the expansion of existing facilities to the year 2010.

One of the primary goals of the Sacramento Public Library is to provide library service to new and growing community areas equal to library service in established community areas.

Table 13 identifies the levels of service for library services established by the City and County of Sacramento. These represent a modification of standards recommended by the American Library Association consistent with the urban-rural development patterns in Sacramento County. Because of low population densities in rural areas and budgetary restrictions placed upon the library system, achievement of these standards is difficult, particularly with respect to service area. The Elk Grove Branch, for example, is a neighborhood library with a service area of 240 square miles, equivalent to a service area radius of nine miles. Neighborhood library standards recommend a one to two mile radius. However, service area radius is just one measure of level of service; the low population density is another key factor.

TABLE 12

Projected Facility Needs By Planning Area Service Areas

<u>LOCATION</u>	<u>1990 POPULATION</u>	<u>2010 POPULATION</u>	<u>CURRENT FACILITY (square feet)</u>	<u>PROJECTED EXPANSION (square feet)</u>	<u>COST 1990 \$ (millions)</u>
<u>ARDEN ARCADE</u> Arcade Community 2443 Marconi	90,358	89,351	Community 12,000	---	
Arden Branch 891 Watt Ave.			Community 8,006	Expand to 10,000 by year 2000	.75
<u>CARMICHAEL</u> Carmichael Regional 5605 Marconi Ave.	50,642	52,756	Regional 14,500	Expand to 25,000 by year 2000	2.8
<u>DELTA</u> Courtland Branch 129 Primasing Ave.	5,796	6,399	Neighborhood 708	---	
Isleton Branch 101 C Street			Neighborhood 1,500	---	
Walnut Grove Branch 14177 Market Street			Neighborhood 1,890	---	
<u>ELK GROVE</u> Elk Grove Branch 8962 Elk Grove Blvd.	22,712	52,553	Neighborhood 4,000	Regional 25,000 by year 1995	6.5
<u>FAIR OAKS</u> Fair Oaks Community 11601 Fair Oaks Blvd.	30,874	34,387	Community 12,000	---	
<u>FOLSOM</u> Folsom Branch 638 E. Bidwell	30,020	73,096	Neighborhood 6,000	Community 18,000 by year 2000	3.2
<u>GALT</u> Galt Branch 380 Civic Drive	11,808	28,730	Neighborhood 4,000	Expand to 6,000 by year 1995	

TABLE 12 (Continued)

Projected Facility Needs by Planning Area Service Areas

<u>LOCATION</u>	<u>1990 POPULATION</u>	<u>2010 POPULATION</u>	<u>CURRENT FACILITY</u> (square feet)	<u>PROJECTED EXPANSION</u> (square feet)	<u>COST 1990 \$</u> (millions)
<u>NORTH HIGHLANDS</u> North Highlands Branch 3601 Plymouth Drive	88,986	111,947	Neighborhood 4,000	Community 12,000 by year 1995	3.0
<u>ORANGEVALE</u> Orangevale Branch 8820 Greenback Lane	28,331	30,522	Neighborhood 4,000	Expand to 6,000 by year 1995	
<u>RANCHO CORDOVA</u> Rancho Cordova Comm. 9845 Folsom Blvd.	95,102	100,367	Community 12,000	Community Plus leased Neighborhoods by year 2000	
<u>RIO LINDA/ELVERTA</u> Rio Linda Branch 902 Oak Lane	17,422	21,788	Neighborhood 4,000	---	
<u>SOUTH SACRAMENTO</u> Southgate Community 6132 66th Avenue	114,822	157,778	Community 12,000	Add Community 12,000 at Valley Hi by year 2000	3.0
<u>CITRUS HEIGHTS</u> Sylvan Oaks Community 6700 Auburn Blvd.	98,071	99,258	Community 12,000	Community Plus leased Neighborhoods by year 2000	
<u>DOWNTOWN</u> Central 828 I Streets	31,005	31,202	Central 12,000	Central 160,000 by year 1991	
<u>NORTH NATOMAS</u>	841	47,405	---	Community 12,000 by year 2010	3.0
<u>SOUTH NATOMAS</u>	31,881	56,956	---	Community 12,000 by year 1995	3.0

TABLE 12 (Continued)

Projected FACility Needs by Planning Area Service Areas

<u>LOCATION</u>	<u>1990 POPULATION</u>	<u>2010 POPULATION</u>	<u>CURRENT FACILITY (square feet)</u>	<u>PROJECTED EXPANSION (square feet)</u>	<u>COST 1990 \$ (millions)</u>
<u>NORTH SACRAMENTO</u>	49,703	86,136			
Del Paso Heights Branch 920 Grand Avenue			Neighborhood 5,425	----	
North Sacramento/ Hagginwood Branch 2109 Del Paso Blvd.			Neighborhood 4,000	Community 12,000 by year 2005	3.0
<u>EAST CITY</u>	89,175	90,093			
Colonial Heights Comm. 4799 Stockton Blvd.			Community 12,000	----	
Ella K. McClatchy 2112 22nd Street			Neighborhood 1,900	Combine McClatchy/ McKinley into Community 12,000 by year 1995	3.0
McKinley Branch 601 Alhambra Blvd.			Neighborhood 4,681		
<u>LAND PARK/ POCKET/MEADOWVIEW</u>	108,600	119,287			
Belle Cooledge Branch 5681 Freeport Blvd.			Neighborhood 6,000	Community 12,000	3.0
Martin Luther King 7340 24th St. Bypass			Regional 15,018	----	
<u>VINEYARD</u>	4,656	20,229	---- Lease 6,000	Neighborhood Lease 6,000	
<u>FRANKLIN/LAGUNA</u>	9,493	50,826	---- 12,000	Community 12,000	3.0
<u>COSUMNES</u>	6,165	11,118	----	----	
<u>RANCHO MURIETA</u>	2,125	10,021	----	Neighborhood Lease 1,600 by year 2000	
<u>SOUTHEAST</u>	4,063	4,905	----	----	

TABLE 13

Characteristics of Facilities by Sizes
 - Less Than, - Greater Than

	<u>NEIGHBORHOOD LIBRARY</u>	<u>COMMUNITY LIBRARY</u>	<u>REGIONAL LIBRARY</u>	<u>NEW CENTRAL LIBRARY</u>
<u>GENERAL</u>				
Annual Circulation	- 225,000	225,000-350,000	- 350,000	500,000
Service Area Radius	1-2 miles	2-3 miles	Region*	Sacramento County
Service Area Population	- 50,000	50,000	Region*	Sacramento County
<u>FACILITIES</u>				
Square feet	- 8,000	12,000	25,000	143,000
Seats	- 50	100	200	500
Meeting Room sq. ft.	- 800	800-1,000	- 1,000	8,300
Parking Places	- 40	100	200	120 (dedicated)

* As defined by geographical grouping of library source areas.

NEW FACILITIES

Based on 2010 population projections (TABLE 2) by the State Department of Finance, three libraries funded by the County have been identified for major facility upgrading (neighborhood to community and neighborhood to regional): Elk Grove to regional; Folsom to Community; and North Highlands to Community. In the short-term, North Highlands and Elk Grove are in need of immediate improved service.

North Highlands currently has a 4,000 square foot facility attempting to serve 88,986 people. This facility needs upgrading to a community-size library to support the present area population and the neighborhood library for Rio Linda/Elverta. Elk Grove and Southgate Libraries are the only county library facilities in the Sacramento Metropolitan Area south of the Business 50 corridor. The community areas of Elk Grove, Franklin-Laguna, Vineyard, and Southeast are currently served by one 4,000 square foot facility. Upgrading the Elk Grove Library to a regional library would provide regional services to present and future south county libraries as well as improve service to the immediate community area. Total population served by a regional Elk Grove library would be approximately 234,000 in 1995 and 276,000 in 2000.

Even with these new facilities, much of the rural part of the County will continue to receive minimal service. In much of the south County, books-by-mail or weekly bookmobile services will be the extent to which rural residents have convenient access to library resources.

SACRAMENTO COUNTY GENERAL PLAN
PUBLIC FACILITIES ELEMENT

SECTION IX

E. SHERIFF FACILITIES BACKGROUND REPORT

INVENTORY OF SHERIFF FACILITIES

Existing Sheriff Facilities

The County Sheriff's Department provides local police protection services to the unincorporated area and provides specialized law enforcement services to both the incorporated and unincorporated areas. The basic unit of service provided to the community is the deputy sheriff. Deputy Patrols are allocated to geographic areas called patrol districts. There are seven patrol districts in the unincorporated area of the county (Figure 7) covering approximately 880 square miles. Approximately four patrol cars serve each patrol district.

The Sacramento County Sheriff's Department operates a headquarters building, main jail, Rio Cosumnes Correctional Center, two substations, training academy, and two aero divisions with a compliment of 1,072 sworn officers, including 272 patrol officers. Construction on the Lorenzo E. Patino Hall of Justice Sacramento County Main Jail began on July 1984 and was completed in February 1989. The 437,000 square foot facility contains 1,252 single cells, 104 for female inmates, 198 maximum security cells, and 996 for general population male inmates. The health services and special handling areas number 64 cells. The staff to inmate ratio is 1:3.6 with one inmate per cell. Future plans include an adjoining tower which could provide 600 to 900 cells and additional court facilities.

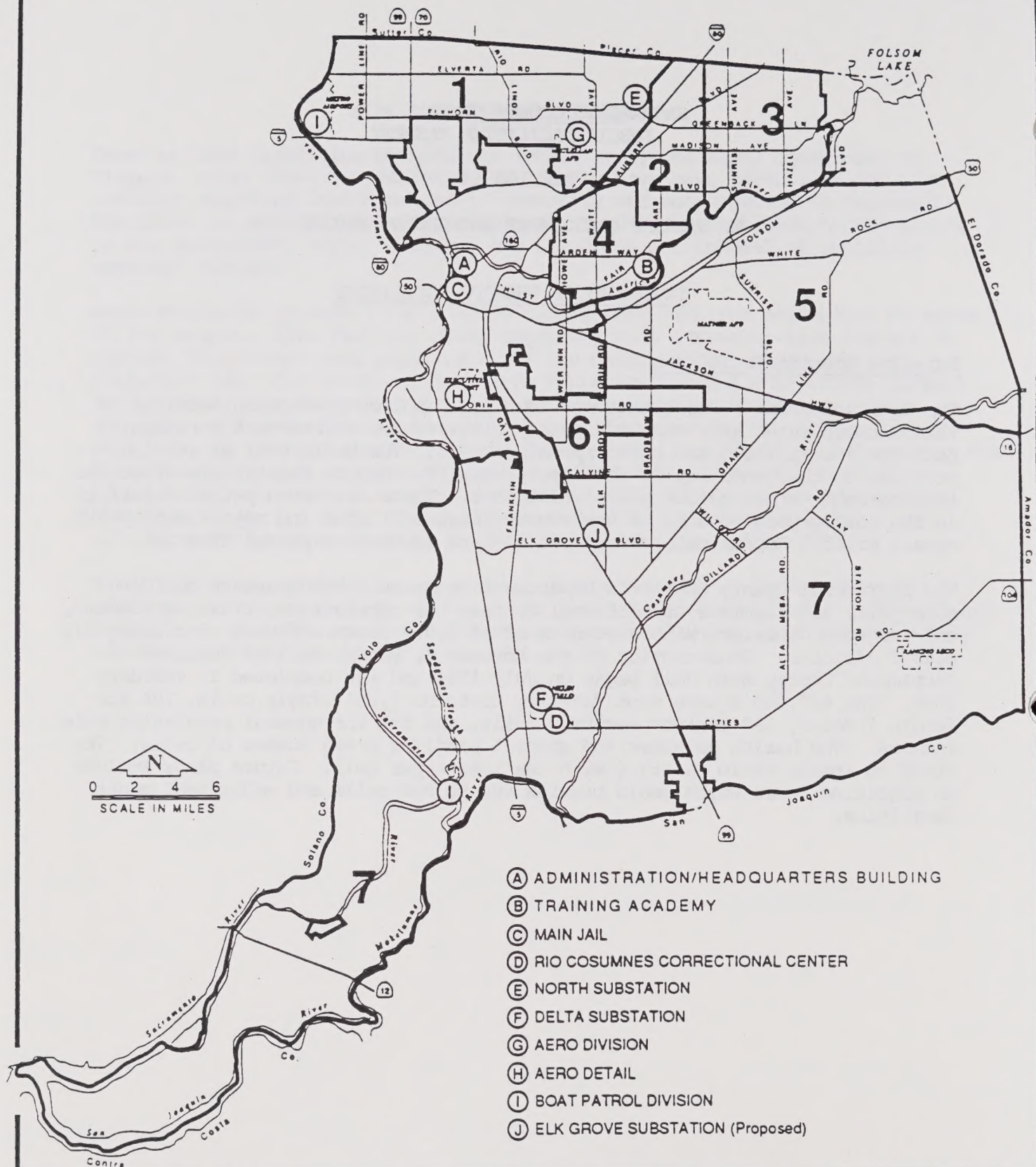


Figure 7
 Sheriff Facilities and Patrol Districts

Prepared by the Sacramento County Planning and Community Development Department



Proposed Facilities

The New Main Jail was designed primarily for pretrial inmates. Currently, the Main Jail inmate population is approximately ten percent higher than full capacity. Sentenced inmates will continue to be housed at the Rio Cosumnes Correctional Center (RCCC) in Elk Grove. Currently RCCC houses approximately 1,250 inmates, 21 percent over its State Board of Corrections rated capacity of 1,030 inmates. In 1986 the County adopted the RCCC Masterplan (Plan 2000") prepared by the architectural firm of Nacht and Lewis. The "Plan 2000" is the population of 2,000 inmates. Portions of the center are also being upgraded from minimum to maximum security. In July of 1990 the first phase of the plan was completed with the construction of a 96 bed maximum security housing unit, sewage treatment plant, fire hydrant system and a potable water treatment and storage facility.

Other planned construction includes a substation in Elk Grove which will include a library, Municipal Court, and radio and vehicular repair capabilities, to be completed by 1991; a property warehouse, to be completed by 1991; and a Gang/Narcotics Division (location and date of completion are confidential). The department is also planning to add a Rancho Cordova substation by the year 2000.

Plans for the department's use of Mather Air Force Base are uncertain at this time, pending completion of the Mather reuse plan. However, the department has proposed a Training Complex consisting of an academy, driver training area and a small arms range at Mather. Included in the Mather discussion is a Sheriff's Department Administration Facility and Communications Center, and a new jail facility.

Expansion and construction of county facilities at 8th and G Streets will adversely impact the Sheriff's Department, and will lead to a loss of parking facilities for the Administration/Headquarters Building at 7th and G Streets, the possible demolition of the electronics repair shop, and relocation of the Fraudulent Documents Bureau.

Assessment of Need For Additional Services and Facilities

The provision of sheriff's services is highly labor intensive, providing a variety of public protection services including calls requiring response time, matters under investigation or surveillance, trouble spots, and routine patrolling. One patrol officer per thousand population is a standard which is frequently used in law enforcement to measure levels of service. Reaching this standard allows quick response times, smaller patrol areas, and preventive patrol. When this standard governs resource allocation for law enforcement, staff would increase in direct relation to population.

Since the Public Facilities Element Draft was released, new information regarding sheriff patrol staffing has been made available. A three year study by the Sheriff's Department and the Administration and Finance Agency completed in 1990 recommended that a new standard of 615 calls for service/officer/year

is necessary to achieve the Peace Officer Standards and Training (P.O.S.T.) Commission standard of a one to two minute dispatch time.

Response time is time for operator to receive call, get information to the dispatcher, dispatcher to find an officer, and an officer to get to the site. Dispatch time is the same as queue time. Queue time is the time it takes a dispatcher to find an available officer to take the call (one to two minutes is an acceptable standard). The focus is on the number of officers needed to ensure a one to two minute dispatch time. There are further needs to distinguish between urban and rural.

The Sheriff's Department estimates that in 1991 staffing levels resulted in 729 CFS, where 28% of all calls responded to were priority "0" calls, the type used to calculate the CFS. The Department estimates that in order to address the current shortfall and accommodate expected growth that 97 additional patrol officers will be needed by 1995, along with support personnel and equipment.

Demand for local police protection results from population growth; increased rates of crime, particularly major crimes and crimes associated with the use and sale of drugs; and services mandated by the State and Courts. For example, the state mandates programs, such as child care and programs to correct the problems of spousal abuse and provides only limited funding for these services. In addition, the department has created special positions to combat the drug and gang problems in the county. Finally, the courts required the department to increase prison facilities to reduce jail overcrowding.

Demand for these services led to a 50 percent increase in sworn officers between 1979-89. These demands were met by changing the priorities of specific services offered by the Department, leading to a reduction in the number of hours and resources allotted to patrol services. Table 14 illustrates how the department allocated a 50 percent increase in sworn officers to jail services and state-mandated programs while patrol services gained only two officers in ten years.

TABLE 14

Sheriff Department Personnel

Sworn Personnel	719	1072
Non-Sworn Personnel	221	434
Patrol Services	270	272
Detectives	45	92
Jail Personnel	78	249
Marshall's Office	0	52

The Department now provides the following new services:

Services now offered that were not in 1979

1. Bingo Investigation;

2. Narcotics and Drugs;
3. Court Services;
4. Higher level of office to inmate ration.

Resources allocated to mandated services diminished the amount available for local police protection, particularly patrol services. While the population of Sacramento County grew 33 percent between 1979-89, the number of patrol deputies increased by less than one percent over the same period. At the present time, there are 278 patrol officers or 0.43 per thousand population.

One feature of a recent decision to merge the funds which support the Sheriff's Department was a plan to hire 99 officers. Eighty-three officers will be patrol officers hired over a three year period. Clearly, other funding sources must be found.

TABLE 15

Officer/Population Ratios
Sacramento Region

<u>Jurisdiction</u>	<u>Officers</u>	<u>Population</u>	<u>Officers Per Thousand</u>
City of Sacramento			
Sworn	591	340,000	1.74
Patrol	282		0.83
City of Stockton			
Sworn	255	192,000	1.33
Patrol	161		0.84
San Joaquin County (Uninc.)			
Sworn	444	133,000	3.34
Patrol	112		0.84
Sacramento County (Uninc.)			
Sworn	1,169	640,800*	1.82
Patrol	278		0.43

* Department of Finance, Annual Certified Population

The Sheriff's Department states that the degree of understaffing means that deputies do not have time to know the population within their patrol district. The result has been increased difficulty in crime prevention, and a continually lengthening response time to critical calls (critical calls are those involving incidents which contain potential endangerment to human life). Response time increases when patrol units are so busy that they become unavailable for dispatchers to assign calls. Dispatch time currently averages between 3.8 and 4.8 minutes. Standards recommended by the Peace Officer Standards and Training Commission (P.O.S.T.), a state agency devoted to management consulting services

for law enforcement agencies, suggests a dispatch time of 1 to 2 minutes. Total response time including phone processing time, dispatch or queuing time, and transit time increased from 11.57 minutes in 1988 to 13.00 minutes in 1989. Preliminary data indicate that response time in 1990 may reach 15.62 minutes. There are no statistics available to correlate response time or crime rate to an increase or decrease in the number of patrol officers. However, with adoption of a new plan this month to hire 99 officers (83 patrol officers) over three years, the sheriff has indicated a corresponding reduction in response times for critical calls from the thirteen minutes in 1989 to eight minutes.

The Sacramento County Sheriff's Department is concerned over the rate of growth in critical calls compared to total dispatch calls in general. While total calls are growing at a rate of about 5 percent annually, the rate of growth in critical calls averaged over 14 percent in the last two years. Both rates exceed population growth, which averaged 3.0 percent per annum, 1985-90.

The reduction in local police protection services required two adjustments. The Sheriff's Department no longer provides patrol and investigative services to all citizen complaints. Calls to the Department are screened through a series of case acceptance criteria which set priorities for response and determine how staff will be assigned. Felonies now take priority over misdemeanors, and crimes against persons now take priority over property crimes. Patrol services no longer provided by the Department include:

Patrol Services

1. Premise visits on residential burglaries
2. Noise disturbances
3. Vandalisms
4. Vehicle thefts
5. Vehicle burglaries
6. Preventive patrol calls,

The Department believes that a decline in patrol services can be offset to some degree by greater attention to security of persons and property. One means to accomplish that objective is through construction practices, particularly improvements for residential structures. Requirements to use technologies to make structures resistant to forced entry can be adopted just as technologies to insure fire safety are currently required in the Zoning and Building Codes.

The Boat Patrol Division patrols 1,200 miles of waterways. Their duties are crime prevention, rescues, and enforcing boating laws. The division has four boats including one jet boat designed for use in shallow water. Two of the boats have excess hours accumulated and need to be replaced. Current staffing includes one supervising sergeant, seven deputies, and summer on-calls. Travel time and the increase in number of calls cause the division's response time for emergencies to take up to one hour. The Sheriff's Department determined the adequate response time to be one-half hour and the facilities required to meet that level are eight boats, 14 deputies with two supervising sergeants, and one mechanic.

The Sheriff's Aero Detail provides aerial patrol and surveillance service throughout the unincorporated area of the county. It is currently equipped with two helicopters. Current staffing consists of four pilots, four observers (eight deputies) one mechanic and one supervising sergeant. The department currently provides service ten hours a day, from 3:00p.m. until 1:00 a.m. The Sheriff's Department determined that twenty hours air coverage a day is an acceptable standard of service. Meeting this standard requires an additional helicopter, two pilots, two observers (four deputies), and one additional mechanic. The minimum air coverage needed for the year 2010 would be four helicopters, twenty-four deputies, three supervising sergeants and four mechanics. This would provide twenty-hour coverage for ears north and south of the American River.

The Sacramento County Sheriff's Detective Division reviews all criminal offense reports and assigns criminal investigations to be presented to the District Attorney for prosecution. In addition to providing mandated services, they provide assistance to victims and their families in the grieving and healing process which occurs after criminal victimization. During the past decade, an increase in crimes such as child abuse and spousal abuse have led to changes in state law which have mandated increase reporting, investigation, and prosecution for these crimes. Domestic violence and felony assaults have become the majority of assigned cases while other cases are frequently unassigned.

In 1988, the 82 detectives handled 47,863 offense reports, or 583 cases per detective. This is an increase from 1979 figures in which 28,504 cases were handled by 73 detectives, or 390 cases per detective, which amounts to 49.5 implemented new case acceptance criteria which would allow accepting for assignment only those cases which would lead to an arrest, recovery of property, and the successful prosecution of the suspects. The following is a list of services generally no longer offered by the department:

Detectives

1. Investigations of suspicious deaths, not clearly identified as homicides;
2. No longer assigned to follow up missing persons reports;
3. Registered sex offenders are no longer tracked and investigated for failure to report their addresses;
4. No proactive investigations of sexually exploited children by career pedophiles;
5. Misdemeanor crimes, except child annoyances and indecent exposure are virtually not assigned;
6. Obscene phone calls, vandalism and misdemeanor assault and battery cases cannot be assigned because of the number of domestic violence cases;
7. Auto theft has been transferred to the California Highway Patrol;
8. Fraudulent Documents has no investigator to handle the thousands of bad check cases which are below \$200 in check value;
9. Immediate case follow-up;

10. Develop intelligence on criminals;
11. Develop street sources;
12. Clearance rate of cases has been reduced by over 90%
13. Counseling services to youths have been eliminated;
14. Investigation of bike thefts.

SHERIFF FACILITIES PLANNING

The Sheriff's Department determines its service level standards and need for additional facilities. No data on their methodology is available.

SHERIFF SERVICES FINANCING

This discussion covers two financing systems: the system which existed prior to January, 1990, and the system which exists now. It shows how services provided adjusts to the amount of funding available and how the Board attempted to solve funding shortages by consolidating sources.

Prior to January, 1990, the department drew its financial resources from three sources: an unincorporated area fund, a county general fund, and a court operations fund. The unincorporated area fund accounted for 57 percent of the departments budget while the general fund supplied the final 43 percent. The court operation fund became effective for the 1988-89 fiscal year and therefore plays no factor in the 1986-87 budget. In the adopted budget for 1988-89, the court operation fund will supply seven percent of the department's budget. This fund provides for court security services.

The existence of two separate county funds made the finance of Sacramento County's Sheriff's Department unique in California. Resources from the general fund provided for countywide services while resources from the unincorporated area fund provided for unincorporated area services. The general fund receives its resources from city and county property taxes, while the unincorporated area fund receives its resources primarily from sales taxes in the unincorporated area.

The existence of two county funds created two problems. First, residents of the unincorporated area pay a higher proportion of their property tax into the county's general fund than city residents. This proportion is greater than the proportion of crime -- and thereby benefit of specialized law enforcement services -- that exists in the unincorporated area. Second, the method of allocating resources within the funds is inefficient. Instead of one overall list of priorities for county agencies with the highest funding priority receiving appropriate amounts of revenue, agencies within each separate fund are financed in order of priority. Thus, there is an opportunity for one agency to be relatively over-funded at the expense of an under-funded agency. Third, the unincorporated area fund does not generate sales tax revenue in proportion to population or the incidence of crime. Approximately 34 percent of the population and 54.5 percent of the retail floor area reside in the City of Sacramento.

In January, 1990, the county Board of Supervisors merged the unincorporated fund with the general fund and corrected the inefficiency in resource allocation. However, use of the general fund to support local police services creates a new inequity because city residents now contribute toward both the city police and the county sheriff. This inequity is believed to compensate for the inequity of county residents paying a higher proportion of the property tax into the general fund.

Recent funding changes place support for the Sheriff's Department entirely into the General Fund. While the changed system improves the funding base, several shortcomings must be addressed in long-range law enforcement service planning. First, patrol services no longer retain a specific County-based funding source in which they must compete, but patrol services and all other law enforcement services must compete directly with all other demands upon General Fund revenues. Second, funding levels will remain low unless law enforcement gains greater priority in demand for General Funds.

Factors which create demand for law enforcement services are not in a constant relationship with factors which increase the supply of revenue. Although changes in funding have been healthy for the department's long-range planning, the Board is now required to continually reevaluate priorities. Demands on the General Fund grow at different rates due to a variety of factors. Demand for services increases due to population growth, sociological changes, unemployment growth rate for crime that exceeds population growth. Factors which increase revenue are principally related to population growth and governed by restrictions, such as those instituted by Proposition 13 on the growth of property taxes, and by a limited growth in per capita retail sales. Law enforcement services cannot expand to meet current needs as long as funding sources are not responsive to the same growth factors. Lacking revenues earmarked specifically for law enforcement, the priority given for law enforcement services must compete with the priorities given for all other uses of these scarce funds and be revised on an basis.

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